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Profile: Vancouver

The political and administrative structures of the metropolitan region of Vancouver

André Bernard
Jacques Léveillé
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Ministry of State

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Ottawa, 1975

Canada. Ministry of State for Urban Affairs.
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CA1 UA-75P71

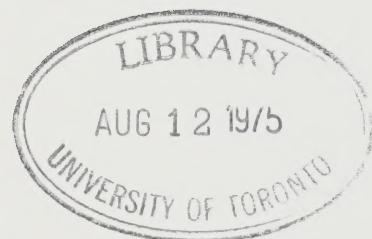
[7] The political and administrative structures
of the metropolitan region of Vancouver

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Ottawa
March 1975

The views expressed are those of the authors and do
not necessarily represent those of the Ministry of
State for Urban Affairs.

Published under the authority of
The Honourable Barney Danson
P.C., M.P.
Minister of State
for Urban Affairs



Foreword

The information presented in this monograph gives as complete a description as possible of the political and administrative structures of the metropolitan region of Vancouver, ranging from the structure of local and regional governments to the composition of political and administrative agencies.

Particular importance has been placed on describing local and regional structures dealing with urban land use planning and urban transportation, as well as the relations which have been established with provincial and federal governments in these two areas. Similar information has been collected in nine other urban areas in Canada, in order to establish an inventory of their political and administrative structures.

The project's major objective has been to overcome the absence of systematic information about the government of these ten large Canadian cities. More particularly, it is a response to the need to know how our large urban centres are governed and how they participate in the complex process of planning for urban development.

The monographs will be available in all Information Canada bookstores, and will periodically be updated to ensure they contain currently correct information.

The project was carried out by a team of researchers from l'Université du Québec à Montréal, in close collaboration with the staff of the Ministry of State for Urban Affairs, and with considerable help from the organizations which were the subject of the studies. It is one element, however modest, in a laborious process of systematically collecting information about Canada's major urban areas.

André Saumier
Assistant Secretary



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Abstract

The metropolitan region of Vancouver is characterized by the flexibility of its political and administrative structures at the regional level, and by certain distinctive features of these same structures at the municipal level.

The flexibility of regional political and administrative structures is best demonstrated by the area's unique system of Regional Boards which have gradually assumed responsibility for many of the functions previously under municipal jurisdiction.

Local political and administrative structures, especially in the City of Vancouver, are equally distinctive, as illustrated by the role of municipal council and committees and by the relative simplicity of administrative operations. The interaction between local and regional planning bodies is strongly evident in the areas of urban land use planning and public transit.

Acknowledgements

The authors wish to express their thanks to the members of the research team: Caroline Andrew, James Dillane, Jean Dionne, Robert-D. Metcalfe, Madeleine Rousseau, Charles Schmidt and Paul Singer.

C.F.V.R.D.	Central Fraser Valley Regional District
D-A.R.D.	Dewdney-Alouette Regional District
F-C.R.D.	Fraser-Cheam Regional District
G.V.R.D.	Greater Vancouver Regional District
G.V.W.D.	Greater Vancouver Water District
G.V.S.& D.D.	Greater Vancouver Sewerage and Drainage District
G.V.R.H.D.	Greater Vancouver Regional Hospital District
I.I.P.S.	Inter-Institutional Policy Simulator
L.M.R.P.B.	Lower Mainland Regional Planning Board
T.P.B.	Technical Planning Board
T.P.C.	Technical Planning Committee
V-F.P.D.	Vancouver-Fraser Park District

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Introduction

Local and regional governments in British Columbia are all established under provisions of the Municipal Act with the sole exception of the City of Vancouver which is governed by its own Charter.

At the local level, communities may be incorporated as City, district, town or village depending on their area, total population and population density.

At the regional level, the Province has been divided into 29 Regional Districts encompassing the entire Province except for a small sparsely inhabited area in the northwest corner. The Regional Districts provide services to both incorporated municipalities and unincorporated areas (electoral areas) which are contained within their boundaries.

The first part of the monograph describes the most important of the 29 Regional Districts, the Greater Vancouver Regional District (G.V.R.D.). After a presentation of the political and administrative structures of the G.V.R.D., the main component in terms of population, the City of Vancouver, is described.

The second part presents both the structures and relationships involved in land use planning and public transit in the Vancouver area.

I The political and administrative structures of the Greater Vancouver Regional District and the City of Vancouver

A The Greater Vancouver Regional District

1 General information

1.1 Historical background *

In June 1965, the Legislative Assembly amended the Municipal Act by adopting Chapter 28 of the Statutes of British Columbia, which gave to the Minister of Municipal Affairs the power to establish, by Letters Patent, Regional Districts covering the entire territory of the province.

The Minister issued, in June 1967, Letters Patent creating the Regional District of Fraser-Burrard (the 14th Regional District to be created under the Municipal Act of 1965) and in 1968 this District acquired the name of Greater Vancouver Regional District (G.V.R.D.) without any modification to its boundaries or responsibilities. The G.V.R.D. gradually acquired functions which had formerly been the responsibility of individual municipalities.

Evolving from the initial period of its existence, when the G.V.R.D. had no specific powers, regional planning became an important function in 1968; the Greater Vancouver Water District (G.V.W.D.) and the Greater Vancouver Sewerage and Drainage District (G.V.S.& D.D.) were amalgamated with the District in 1971, while Vancouver-Fraser Park District became a function in 1972. Prior to these dates the G.V.R.D. did not act as a coordinating organization. Each of the authorities was a legal entity, with its

* This sub-section "Historical background" of the G.V.R.D. is based on an article by Paul Tenant and David Zirnhelt, Metropolitan Government in Vancouver: "The Strategy of Gentle Imposition", in Canadian Public Administration, Vol. 16 No. 1, 1973, pp. 124-138.

own political board. While many of the politicians served on more than one board and enjoyed an overall knowledge and view of what was planned and achieved in the various organizations, the G.V.R.D. did not, of itself, provide any co-ordinating function between these organizations.

These authorities were:

- The Greater Vancouver Sewerage and Drainage District created in 1914 (G.V.S.& D.D.);
- The Greater Vancouver Water District created in 1926 (G.V.W.D.);
- The Lower Mainland Regional Planning Board created in 1948 (L.M.R.P.B.);
- The Vancouver-Fraser Park District created in 1966 (V.F.P.D.);
- The Greater Vancouver Regional Hospital District created in 1967 (G.V.R.H.D.).

The political representation of the G.V.R.D. was identical to that of the G.V.R.H.D. with the financial and administrative staff initially seconded by the Water & Sewer District to the G.V.R.D. and G.V.R.H.D. Gradually the G.V.R.D. integrated all the responsibilities of the former Regional Authorities and more functions were delegated to it by the member municipalities in order to build up its present organizational structure (see below, Section 2 for Political structures and Section 3 for Administrative structures).

The present legal and administrative structure of the G.V.R.D. does not reflect its exact role and place in the municipal set up. Indeed, some of the terms used to identify some of its major administrative or political structures (Board of Directors instead of Council, or Regional District instead of regional or metropolitan government) may convey the impression that the G.V.R.D. is a sort of autonomous body functioning outside the municipal political system. In practice, however, the G.V.R.D. as well as the other Regional Districts has acquired powers and developed functions

which give it the basic attributes of these urban structures identified as metropolitan or regional governments elsewhere in Canada (Hamilton, Toronto, Montreal and Quebec).

1.2 Population

The G.V.R.D. regroups 14 member municipalities and 3 unorganized districts with a total population of 1,083,350 (1973 census). See Table 1 for population breakdown per municipality.

1.3 Area

The G.V.R.D. covers an area of 642,219.8 acres (1,004.9 square miles) (see Figure 1 for a map of the G.V.R.D.).

1.4 Intermunicipal relations

1.4.1 Status of member municipalities

Of the 17 member municipalities of the G.V.R.D.,

- (i) One is incorporated as a city under its own Charter: the City of Vancouver.
- (ii) Under Section 18 of the Municipal Act, which permits the incorporation of any area having a total population of more than 400 inhabitants and a density population of more than one person per acre,
 - seven are incorporated as districts: notwithstanding their total population, these territories have an area of over 2,000 acres and an average population density of less than two persons per acre;
 - five are incorporated as cities: these territories have a total population in excess of 5,000 but are without the area and density required for incorporation as districts;

Table 1 Composition of the GVRD (April 1974)

MUNICIPALITY	DIRECTOR	POPULATION	GVRD GVRHD	WATER	SEWER	PARKS
			TOTAL VOTES	TOTAL VOTES	TOTAL VOTES	TOTAL VOTES
BURNABY	T. W. Constable	125,660	4	4	4	4
	A. H. Immott		3	3	3	3
COQUITLAM	J. L. Toten	53,220	3	3	3	3
DELTA	T. Goode	45,860	3	3	3	3
ELECTORAL AREA A	A. C. Kelly	3,530	1	1	1	1
ELECTORAL AREA B	W. B. Crawford	1,055	1	-	-	1
ELECTORAL AREA C	P. H. Thomas	350	1	-	-	1
LIONS BAY	A. M. Stewart	396	1	-	-	1
NEW WESTMINSTER	M. S. Evers	42,835	3	3	3	3
NORTH VANCOUVER CITY	T. H. Reid	31,847	2	-	2	2
NORTH VANCOUVER DISTRICT	R. C. Andrews	57,861	3	3	3	3
PORT COQUITLAM	J. M. Campbell	19,560	1	1	1	1
PORT MOODY	T. W. Hall	10,778	1	1	1	1
RICHMOND	G. J. Blair	62,121	4	4	4	4
SURREY	W. N. Vander Zalm	48,601	5	5	5	5
VANCOUVER	A. Phillips	426,256	5	5	5	5
	W. G. Harwick		5	5	5	5
	M. F. Limballi		4	4	4	-
	G. Massey		4	4	4	4
	H. Rankin		4	4	4	4
WEST VANCOUVER	A. E. Langley	36,440	2	2	2	2
WHITE ROCK	D. H. MacDonald	10,349	1	-	-	1
LANGLEY CITY	R. H. Easingwood	4,634	-	-	1	1
LANGLEY TOWNSHIP	R. J. Barichello	22,005	-	-	-	2
MAPLE RIDGE	R. W. G. Franklin	24,445	-	2	-	2
MATSQUI	R. Kirkwood	23,248	-	-	-	2
PITT MEADOWS	O. A. Austring	2,781	-	1	-	-
TOTALS		1,103,848	61	58	58	68

- one is incorporated as a village: this territory has a total population that does not exceed 2,500 inhabitants and does not fulfill the criteria to be incorporated as a district;
- three are unincorporated areas for municipal purposes. Even if those areas do not have any political and administrative organization, they are entitled to be members of a Regional District in the manner of incorporated municipalities. (See Table 1 for a list of member municipalities.)

1.4.2 Participation of municipalities in regional functions

The G.V.R.D. regroups services which were previously provided by independent regional authorities. Although the G.V.W.D. and the G.V.S. & D.D. remain as separate entities with their own balance sheets and Boards, these Boards are composed of the same politicians who sit on the Regional Board. Usually the G.V.R.D., G.V.R.H.D., G.V.W.D. and the G.V.S. & D.D. hold their monthly meetings, on the same day and in the same meeting room, with the same basic group of politicians acting for all Boards. The Board membership and the votes change slightly depending on the municipalities participating in the various activities. The following represents a list of the functional participation of the various municipal authorities in the Vancouver area:

- (i) The G.V.R.D. includes 17 member municipalities for all its functions, with the exception of the park function which covers 20 member municipalities.
- (ii) The G.V.R.H.D. covers 17 member municipalities.
- (iii) The G.V.S. & D.D. covers 14 member municipalities.
- (iv) The G.V.W.D. covers 14 member municipalities.

All these services to member municipalities have been integrated into a single administrative entity which is described in Section 3 (Administrative structures of the G.V.R.D.).

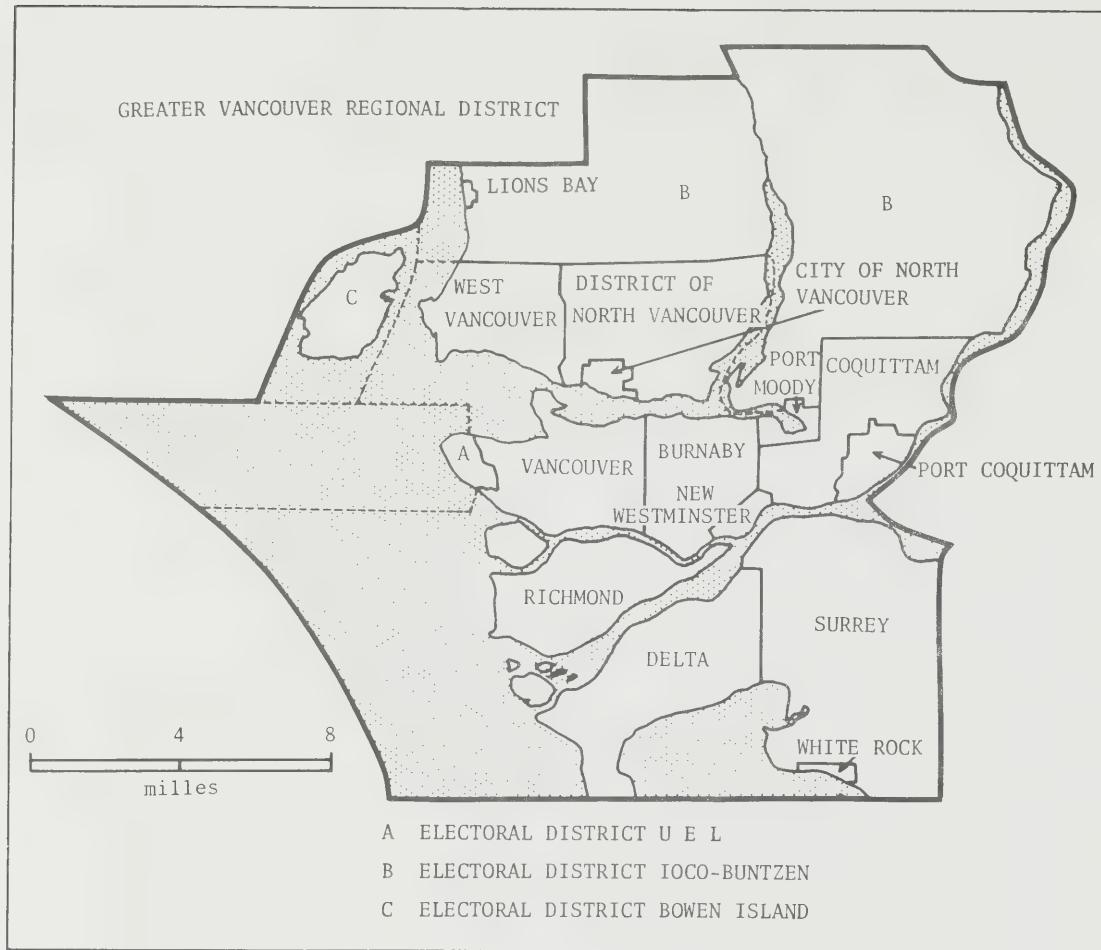


FIGURE 1 MAP OF THE GREATER VANCOUVER REGIONAL DISTRICT

In addition, two autonomous bodies regroup municipalities sharing the expenditure of a single function:

- (i) The Metropolitan Board of Health (M.B.H.) which covers seven member municipalities.
- (ii) The Municipal Labour Relations Bureau covered six member municipalities and one School Board until January 1, 1974 when the Bureau became a function of the G.V.R.D.

The M.B.H. functions in complete autonomy from the G.V.R.D. (see Section 4.2.1 for a description of this structure).

1.5 Regulating Acts

1.5.1 The Regional Districts

The Regional Districts are created by Letters Patent issued by the Minister of Municipal Affairs under provisions of the Municipal Act, R.S.B.C. 1960, C. 255 as amended by the Statutes of B.C. 1965, C. 28.

Other Acts relating to the G.V.R.D. include:

- The Greater Vancouver Water District Act, Statutes of B.C. 1924 C. 22 as amended by Statutes of B.C. 1971 C. 22 (The Greater Vancouver Regional Water and Sewer District Act).
- The Greater Vancouver Sewerage and Drainage Act, Statutes of B.C. 1956, C. 59 as amended by Statutes of B.C. 1971, C. 22 (The Greater Vancouver Water and Sewer District Act).
- The Regional Hospital District Act, Statutes of B.C. 1967, C. 43.
- The Municipal Finance Authority of British Columbia Act, Statutes of B.C. 1970, C. 30.

1.5.2 Incorporated member municipalities

All member municipalities of the G.V.R.D. are incorporated under the Municipal Act with the exception of the City of Vancouver which is governed by the *Vancouver City Charter, Statutes of B.C. 1953, C. 55.*

1.5.3. Unincorporated member areas (electoral area)

The three electoral areas comprised in the G.V.R.D. boundaries are regulated by the Municipal Act.

In addition, one of these areas (electoral area 'A': University Endowment Land) is governed by an Act allotting special powers to it: *The University Endowment Land Administration Act, R.S.B.C. 1960, C. 396.*

2 Political structures

2.1 General

The G.V.R.D. is governed by a Board of Directors composed of 22 members. This Board includes additional members when it fulfills a regional function involving outside municipalities. The Board works through a committee system. It has established eight committees composed of politicians and members of the Board. One is called the Executive Committee although it acts primarily as a procedural and steering committee. In January 1974, a Political Review and Finance Committee was formed for the purpose of reviewing policies and their financial implications and to make appropriate recommendations to the Executive Committee. The Committee will also examine the various departmental budgets before their presentation to the Board.

(See Figure 2 for an organization chart of the G.V.R.D.)

2.2 The Board of Directors

2.2.1 Members of the Board

2.2.1.1 Procedure to establish the number of Directors.

The representation on the Board is determined first by dividing the total population of each member municipality in the Regional District by the voting unit designated in the Letters Patent creating each Regional District (Section 770 of the Municipal Act). Fractions are rounded to the next highest number. This yields the number of votes per municipality. This figure in turn is divided by five, to yield the number of representatives per municipality since one representative cannot have more than five votes. Votes have to be distributed as evenly as possible among the directors.

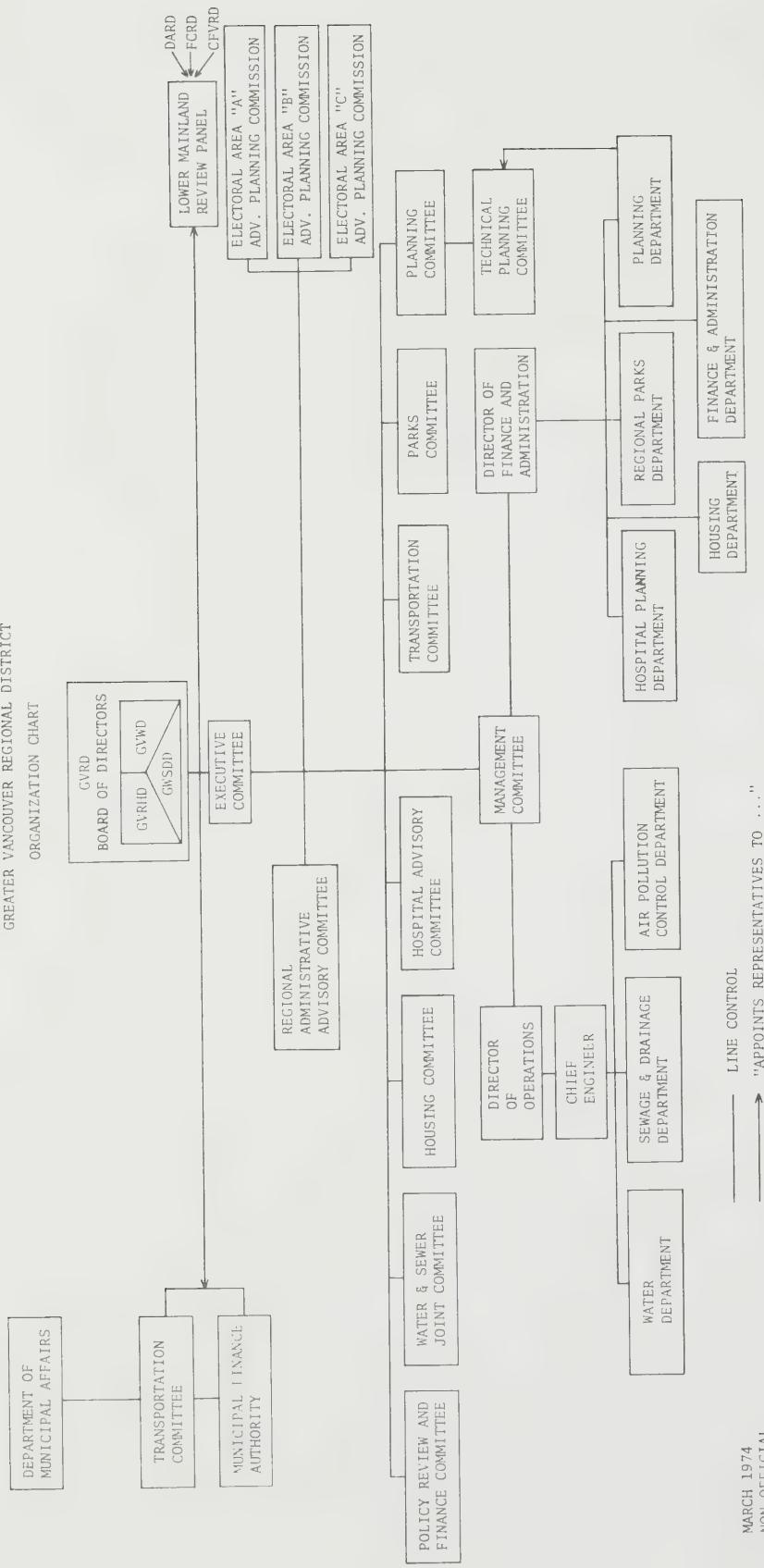


FIGURE 2 ORGANIZATION CHART OF THE GREATER VANCOUVER REGIONAL DISTRICT

Each municipality is guaranteed at least one vote and one Director. All Directors must be elected to the Board, although alternates may be appointed (see Table 2 for the membership of the Boards).

2.2.1.2 Procedure to appoint members to the Board

For appointment purposes only, a distinction is made between the various Directors.

(a) Municipal Directors

The Municipal Directors are representatives of incorporated member municipalities. These municipalities are represented on Regional Board by a member (or members) of the Municipal Council who has been elected for the office of Municipal Director on the occasion of a regular municipal election.

Theoretically, any alderman can run for the office of Municipal Director but in practice, only Mayors have so far obtained election to represent their municipality on the Board of Directors, with the exception of Burnaby which has two Board members, one being an alderman who was reelected.

(b) Electoral Area Directors :

The Electoral Area Directors are representatives of unincorporated member areas, called Electoral Areas: citizens of Electoral Areas elect, during a regular municipal election, one person who becomes one of the Directors of the Board. These elections are conducted by the Regional District in accordance with Section 772 of the Municipal Act (the rules are similar to those affecting civic elections in incorporated municipalities).

N.B. For purposes other than appointments, there exists no distinction in the status of the members of the Board of Directors.

2.2.1.3 Members of the Board of Directors of the G.V.R.D.

The Letters Patent creating the G.V.R.D. have fixed the voting unit at 20,000, with all member municipalities having less than 20,000 inhabitants having one director and one vote.

The Board of Directors of the G.V.R.D. is thus composed of 22

Table 2 Membership of the Boards (April 1974)

Board of Directors	Water District Board
Dir. A. C. Kelly, Chairman	Dir. A. C. Kelly, Chairman
Mayor T. W. Constable	Mayor T. W. Constable
Ald. A. H. Emmott	Ald. A. H. Emmott
Mayor J. L. Tonn	Mayor J. L. Tonn
Mayor T. Goode	Mayor T. Goode
Mayor A. M. Stewart	Ald. R. W. G. Franklin
Mayor M. S. Evers	Mayor M. S. Evers
Mayor T. H. Reid	Mayor R. C. Andrews
Mayor R. C. Andrews	Mayor O. A. Austring
Mayor J. M. Campbell	Mayor J. M. Campbell
Mayor T. W. Hall	Mayor T. W. Hall
Mayor G. J. Blair	Mayor G. J. Blair
Mayor W. N. Vander Zalm	Mayor W. N. Vander Zalm
Mayor A. Phillips	Mayor A. Phillips
Ald. W. G. Hardwick	Ald. W. G. Hardwick
Ald. M. E. Linnell	Ald. M. E. Linnell
Ald. G. Massey	Ald. G. Massey
Ald. H. Rankin	Ald. H. Rankin
Mayor A. E. Langley	Mayor A. E. Langley
Mayor D. H. MacDonald	
Dir. W. B. Crawford	
Dir. P. H. Thomas	
Parks Function Only	Sewer District Board
Ald. R. H. Easingwood	Dir. A. C. Kelly, Chairman
Ald. R. J. Barichello	Mayor T. W. Constable
Ald. R. W. G. Franklin	Ald. A. H. Emmott
Ald. R. Kirkwood	Mayor J. L. Tonn
	Mayor T. Goode
	Ald. R. H. Easingwood
	Mayor M. S. Evers
	Mayor R. C. Andrews
	Mayor T. H. Reid
	Mayor J. M. Campbell
	Mayor T. W. Hall
	Mayor G. J. Blair
	Mayor W. N. Vander Zalm
	Mayor A. Phillips
	Ald. W. G. Hardwick
	Ald. M. E. Linnell
	Ald. G. Massey
	Ald. H. Rankin
	Mayor A. E. Langley

members totalling 61 votes including 19 Municipal Directors and three Electoral Area Directors.

However, membership on the Boards may vary according to the function or functions performed either because additional municipalities share in over one or several of these regional functions or because a member municipality is, by virtue of the Letters Patent, considered as having opted out of a regional function. (Provisions of the Municipal Act regulating the compulsory or voluntary participation of municipalities to various regional functions are presented below in 2.2.3, Powers and duties.)

Table 1 illustrates the variation in the membership of the Board according to the various functions of the G.V.R.D.

2.2.2 Meetings of the Board

The Board of Directors holds meetings on the last Wednesday of every month. These meetings are open to the public.

At its first meeting in the calendar year, the Board elects from among its members a Chairman and a Vice-Chairman for a one-year term: for this election all Directors have only one vote and only the 17 members of the G.V.R.D. have the right to vote and may run for the offices of Chairman and Vice-Chairman.

The quorum is formed of a majority of members having a majority of the votes. When a vote is taken, a Director is entitled to vote only if the municipality he represents shares in the cost of the function on which the vote is directed. A Director having more than one vote cannot split his votes.

2.2.3 Powers and functions

All Regional Districts have general powers conferred to them by their corporate status (Section 768). They also have expropriation powers (Section 791) and various financial powers to cover their regular operations (Sections 782 to 788). These powers are allotted to the Regional Districts in order that they may carry out these functions granted to them by the Municipal Act or other Acts and

by Letters Patent or supplementary Letters Patent.

The powers of the Regional Districts are exercised by the Board of Directors of each District through the adoption of a By-law. Any decision of the Regional Board is subject to the appeal, by any municipality or electoral area, of the Inspector of Municipalities, a provincial officer appointed by the Lieutenant-Governor in Council of B.C. (Sections 724 to 733 of the Municipal Act). (The position of Inspector of Municipalities is always filled by a senior civil servant in the Department of Municipal Affairs.)

2.2.3.1 Statutory functions granted by the Municipal Act

These statutory functions are twofold. Some are of general application to all member municipalities while others are applicable only to unorganized territories (Electoral Areas).

(a) Three functions of general application are granted by the Act to the Regional Districts which are compulsory for all member municipalities:

- Hospital Planning G.V.R.H.D. (Section 766A)
- Regional Planning (Section 795 to 798)
- Grants-in-aid to organizations benefiting the region (Section 766 AAA).

(b) The Regional Districts are also empowered by the Municipal Act to undertake and provide services to unincorporated municipalities (Electoral Areas) within their boundaries.

These functions include:

- community planning, building, zoning and subdivision regulations (Sections 798A - 798C and 798D);
- the provision of local services for unincorporated municipalities on a benefiting area basis (Section 798A).

In addition to these two categories of statutory power, the Regional Districts may undertake any service for a municipality on a contractual basis for an incorporated municipality (Section 766 AAA). The G.V.R.D. has not undertaken any such service to date.

2.2.3.2 Functions granted by Letters Patent or supplementary Letters Patent.

All other functions to be exercised by a Regional District have to be included in the Letters Patent creating the Regional District or in supplementary Letters Patent granting new functions to a Regional District. Section 766 of the Municipal Act outlines the procedure for emission of supplementary Letters Patent:

(a) Procedure for the acquisition of additional functions

Section 766 states that additional functions to the one conferred by the Municipal Act are provided by Letters Patent issued by the Lieutenant-Governor in Council on the recommendation of the Minister of Municipal Affairs. The Minister may make this recommendation only if he has received a request for that purpose from a Regional District. This request may be made according to three different procedures:

- (i) The Regional Board has received the consent of the Council of each municipality which is to participate in the function(s) and has submitted for and received the assent of the owners of land in Electoral Areas (unorganized areas); the Board transmits such a request to the Minister.
- (ii) Where the function requested is of a regulatory nature, or a service of general application or benefit to the member municipalities, and the Regional Board has received the affirmative vote of at least two-thirds of the Directors (having among them at least two-thirds of the votes) and has received the consent of at least two-thirds of the member municipalities which are to participate, the Board transmits such a request to the Minister.
- (iii) Where the function requested is public housing, trunk sewers, or sewage disposal facilities, the Regional Board may transmit the request to the Minister after

having received the affirmative vote of the majority of all the Directors having among them a majority of all the votes. (It should be noted that before 1970, there was an "opting out" formula, but the Municipal Act has since been amended; when the procedure just described in paragraph (ii) or (iii) above is followed, the new regional function is compulsory to all member municipalities).

(b) Functions granted to the G.V.R.D. under this procedure, Through the emission of supplementary Letters Patent, the G.V.R.D. has gradually acquired new functions and is currently applying for the acquisition of additional functions.

Three of these functions were previously performed by single purpose Regional Authorities:

- Water Supply and Distribution (G.V.W.D.)
- Drainage and Sewage Disposal (G.V.S.& D.D.)
- Regional Parks.

The G.V.W.D. and the G.V.S.& D.D. remain as separate legal entities with their individual balance sheets as well as their own distinct Boards. These Boards are composed of the same politicians who sit on the Regional Board, and in effect operate as departments (see Table 2 for the membership of these Boards). The Park function is legally as well as administratively integrated in the G.V.R.D. structures. These three functions cover only some member municipalities of the G.V.R.D. (as shown in Table 1).

Three additional functions were granted to the G.V.R.D. and since they are of general application, they are compulsory to all 17 member municipalities of the G.V.R.D. The functions are:

- Public Housing (in this function, all 17 member municipalities must participate in the financing aspects, but are not required to locate Public Housing in their community).
- Air pollution
- Municipal Labour Relations (see below Municipal Labour Relations Bureau, 4.2.2).

(c) Future functions of the G.V.R.D.:

The G.V.R.D. has applied for authority to assume an additional function:

- Noise Pollution Control.

2.3 The Committees

The Board of the G.V.R.D. has set up eight committees including one executive committee, six policy committees composed of Regional Directors and one committee composed of officers and experts.

These committees meet once a month before the meeting of the Board of Directors. They transmit their recommendations to the Board. Appointment to these committees is made by the Board of Directors, and a Chairman is elected from among the committee members (see Table 3 for a list of committees and their members).

2.3.1 The Executive Committee

The Executive Committee is composed of 10 members and is presided over by the Chairman of the Board. Representation on this Committee has rested on the informal understanding that the City of Vancouver would have two members and that no other municipality would have more than one member on this Committee. The Committee has little executive power and acts principally as a forum to prepare the agenda and record the discussions of the full Board.

2.3.2 Planning Committee

The Planning Committee is composed of 8 members. The Committee supervises the exercise of the planning function; its main task consists in receiving reports and recommendations from the Technical Planning Committee (see below point 3.4.3) and to

Table 3 Membership of the Committees (April 1974)

Executive Committee	Park Committee
Dir. A. C. Kelly, Chairman	Ald. D. A. S. Lanskail, Chairman
Mayor A. Phillips	Mayor R. C. Andrews
Mayor R. C. Andrews	Ald. R. J. Barichello
Ald. W. G. Hardwick	Dir. W. B. Crawford
Mayor M. S. Evers	Ald. R. H. Easingwood
Mayor W. N. Vander Zalm	Ald. R. W. G. Franklin
Mayor J. L. Tonn	Ald. Wm. C. Gibson
Mayor T. W. Constable	Ald. L. W. Hope
Mayor G. J. Blair	Dir. A. C. Kelly
Mayor A. E. Langley	Ald. R. A. Kirkwood
	Ald. G. R. Laking
Housing Committee	Mayor D. H. MacDonald
Mayor M. S. Evers, Chairman	Ald. G. H. F. McLean
Mayor T. H. Reid	Ald. N. A. Patterson
Ald. M. Harcourt	Mayor T. H. Reid
Ald. D. A. Lawson	Mayor A. M. Stewart
Mayor T. Goode	Ald. J. D. Stout
Mayor T. W. Hall	Dir. P. H. Thomas
Ald. M. E. Linnell	Mayor J. L. Tonn
	Mayor W. N. Vander Zalm
	Ald. D. J. Williams
Joint Water and Sewer Committee	Policy Review and Finance Committee
Mayor G. J. Blair, Chairman	Ald. W. G. Hardwick, Chairman
Mayor R. C. Andrews	Mayor R. C. Andrews
Mayor O. A. Austring	Mayor M. S. Evers
Ald. F. K. Bowers	Mayor W. N. Vander Zalm
Ald. R. H. Easingwood	Dir. A. C. Kelly
Mayor M. S. Evers	
Ald. R. W. G. Franklin	
Ald. B. M. Gunn	
Dir. A. C. Kelly	
Ald. M. H. Kerr	
Ald. H. C. Flinn	
Mayor T. H. Reid	
Mayor J. L. Tonn	
Ald. L. M. Traboulay	
Mayor W. N. Vander Zalm	
Ald. D. G. Massey	

Table 3 Membership of the Committees (Cont'd)

Solid Waste Disposal Committee	Planning Committee
Mayor J. L. Tonn, Chairman	Mayor A. Phillips, Chairman
Mayor T. W. Constable	Mayor A. E. Langley
Mayor A. E. Langley	Mayor D. H. MacDonald
Ald. F. Bowers	Mayor W. N. Vander Zalm
Mayor T. Goode	Ald. B. H. Bennett
	Ald. A. H. Emmott
Technical Planning Committee	Mayor J. M. Campbell
Mr. D. M. Buchanan, Chairman	Ald. I. M. Howard
Dr. G. H. Bonham	Ald. D. Marzari
Mr. F. R. Bunnell	
Mr. J. B. Chaster	Steering Committee
Mr. M. Chesworth	Mr. D. M. Buchanan, Chairman
Mr. E. S. Collins	Mr. J. B. Chaster
Mr. T. Dennison	Mr. M. Chesworth
Mr. R. A. DeBou	Mr. M. G. Elston
Mr. M. G. Elston	Mr. R. A. Hankin
Mr. J. D. C. Fuller	Mr. L. B. Kleyn
Mr. R. B. Hayward	Mr. W. Redmond
Mr. W. Kerr	Mr. W. Tassie
Mr. H. N. Lash	Mr. H. N. Lash
Mr. J. A. Esler	
Mr. L. B. Kleyn	Transportation Committee
Mr. R. E. Mann	
Mr. M. C. M. Matheson	
Mr. A. L. Parr	Mayor W. N. Vander Zalm, Chairman
Mr. Cyril Rosenberg	Ald. W. G. Hardwick
Mr. W. Tassie	Mayor A. E. Langley
Mr. V. G. Borch	Mayor T. W. Hall
Mr. A. Tarmohamed	Ald. J. L. Mercier
Mr. B. Wilkins	Mayor M. S. Evers
	Mayor T. Goode
	Dir. A. C. Kelly
	Mayor R. C. Andrews
	Ald. H. Rankin

transmit its conclusions and recommendations to the Board. It also reviews reports and recommendations from staff.

2.3.3 Parks Committee

This Committee is composed of 20 members representing all the municipalities which participate in the regional park function. This Committee makes recommendations to the Board on policies and programs regarding the various regional parks administered by the G.V.R.D. as well as the acquisition of regional park property.

2.3.4 Water and Sewer Joint Committee

This Committee is composed of 16 members representing the 15 member municipalities of the G.V.R.D. and the 14 member municipalities of the G.V.S.& D.D. (these two functions involve a total of 16 different municipalities). When these two functions were amalgamated under the G.V.R.D. in 1971, the Committee was set up to perform the duties of the two previous Boards. However, it has only the power to make recommendations to the Board of Directors of the G.V.R.D.

2.3.5 Housing Committee

This Committee is composed of five members and has a mandate to elaborate and recommend to the Board a regional policy related to this function.

2.3.6 The Policy Review and Finance Committee

Composed of five members, the Committee examines and recommends to the Board the acquisition by the G.V.R.D. of additional functions. Formerly, under the title of the Political and Administrative Structure Review Committee, it played an important role in the expansion of the G.V.R.D.'s functions and in the adoption of amendments to the Municipal Act which compelled member municipalities to participate in most of the regional functions listed above (See 2.2.3.2 (a)).

2.3.7 Hospital Advisory Committee

The Hospital Advisory Committee is composed of: three medical doctors appointed upon recommendation of the B.C. Medical Association and seven laymen appointed upon recommendation of the Hospital Boards within the G.V.R.D.

The Committee meets once a week and reports to the Board on every project related to the improvement and construction of hospitals to be financed by the G.V.R.D., as provided for in the Regional Hospital District Act, and on priorities and long range planning.

2.3.8 Transportation Committee

Although public transportation is not yet a function of the G.V.R.D., a Committee was established as early as 1969, consisting of 10 members. It is charged with the responsibility of studying the regional implications of public transportation and the possibility for the G.V.R.D. of acquiring such a function.

The Committee undertook studies on public transit in the region (see Table 6 for representatives of the G.V.R.D. on the Provincial Transportation Committee).

2.4 The Chairman

The Chairman is elected from among the members of the Regional Board. When electing the Chairman, all the Directors have one vote.

The Chairman presides over the Board's meetings and Executive Committee meetings.

The Chairman is also the only member of the Board to be a member of the Management Committee (See below 3.2.1).

The present Chairman is Mr. Kelly representing the Electoral Area of University Endowment Lands. As such he is a member of the following committees: Parks Committee and Water and Sewer Joint Committee.

In addition, he has been chosen as a member of the Transportation Committee and of the Policy Review and Finance Committee. He is also a delegate to the Lower Mainland Review Panel and to the Municipal Finance Authority.

3 Administrative structures

3.1 General

The present administrative structure of the G.V.R.D. is a reflection of the evolutionary process through which most of its functions were acquired. The necessary coordination is provided through the Management Committee, as well as the organization of departments under the two chief administrative officers who are members of this Committee (see Figure 2 for the Organization Chart of the G.V.R.D.).

3.2 Budget

Section 782 of the Municipal Act enumerates the powers of the Regional District for the apportionment of the cost of functions and administration of the G.V.R.D. For all functions and general administration (except for water supply and planning), the apportionment is based on 100% of the assessed value of land and 75% of the assessed value of improvements of member municipalities as fixed for taxation for school purposes. Starting in 1974, planning costs are being allocated on the basis of assessments. The Regional Board does not fix the mill rate applicable to each function except for hospital costs, where the G.V.R.D. establishes a regional mill rate. (See Table 4 for members' contribution to regional services.)

Table 4 Greater Vancouver Regional District - Members' Contributions for Regional Services,
Year ending December 31, 1973

G.V.R.D. Members	Regional District			Hospital District	Sewage & Drainage	Water District	Total
	Amount	Amount	Amount	Amount	Amount	Amount	Amount
Cities							
New Westminster	105,993	98,767	321,864	295,191	821,815		
North Vancouver	50,886	84,164	171,618	7,784	314,452		
Port Coquitlam	41,837	37,188	117,539	86,335	282,899		
Port Moody	31,895	31,150	125,138	119,729	307,912		
Vancouver	1,260,063	1,230,350	3,557,573	2,277,902	8,325,888		
Whit Rock	25,017	23,150	Nil	48,167			
Districts							
Burnaby	348,008	334,425	1,125,876	751,881	2,560,190		
Coquitlam	111,007	97,766	336,040	200,517	745,330		
Delta	125,380	120,090	164,569	289,606	699,645		
North Vancouver	172,261	168,478	314,697	348,093	1,003,529		
Richmond	189,557	186,443	813,432	406,580	1,596,012		
Surrey	207,602	183,485	576,834	350,886	1,318,807		
West Vancouver	128,405	130,117	286,317	178,216	723,055		
Villages							
Lions Bay	1,038	2,080	Nil	Nil	3,118		

Table 4 (Cont'd) Greater Vancouver Regional District - Members' Contributions for Regional Services,
Year ending December 31, 1973.

	Regional District Amount	Hospital District Amount	Sewerage & Drainage Amount	Water District Amount	Total Amount
G.V.R.D. Members					
Electoral Areas					
A	16,884	9,921	32,152	126,556	185,513
B	49,384	14,591	Nil	Nil	63,975
C	18,006	5,078			23,084
Total G.V.R.D. Members	\$2,883,223	\$2,757,243	\$7,943,649	\$5,439,276	\$19,023,391
Others					
Langley (City)	6,252	40,741	46,993		
Langley (District)	19,593		19,593		
Maple Ridge	21,703			75,203	96,906
Matsqui	17,200				17,200
Provincial Institutions					
Pitt Meadows				55,695	55,695
Total Other	64,748	40,741	152,051	21,153	257,540
Overall	\$2,947,971 (1)	\$2,757,243 (2)	\$7,984,390 (2)	\$5,591,327 (3)	\$19,280,931

NOTES: (1) Total amount per 1973 tax requisition. (2) Total 1973 levy excluding financing for member municipalities capital projects. (3) Estimated 1973 water sales.

3.3 Staff

The G.V.R.D. has a total staff of approximately 460 employees.
(See Table 5 for a list of departments and their employees.)

3.4 Coordinating structures

3.4.1 The Management Committee

The Management Committee is a structure unique to the G.V.R.D. It was created through the integration of water, sewer and hospital functions to the G.V.R.D. It is composed of the Chairman of the Board of Directors, of the Director of Operations, and the Director of Finance and Administration. (The Director of Finance and Administration acts as the Secretary-Treasurer of the G.V.R.D.) These two officers were previously employees of the Water and Sewer Districts. The creation of the Committee is therefore an administrative arrangement giving senior officials of former Regional Authorities equal responsibilities and status inside a general coordinating structure.

The Committee meets on a regular basis to discuss the general administration policy of the G.V.R.D.

3.4.2 The Regional Administrative Advisory Committee

Established in 1968, this Committee was formed with the idea of giving advice to the Board on such matters as the Board might refer to it. It is composed of the Chief administrative officer of each member municipality and its purpose is to inform the chief municipal decision-makers of developments within the G.V.R.D.

Table 5 Departments of the G.V.R.D. (April 1974)

Departments	Head	Staff
Director of Finance and Administration	George W. Carlisle	
Planning	Harry N. Lash	28
Hospital Planning	N. K. Barth	3
Parks	R. A. DeBou	4
Housing	W. E. Casson	8
Finance	J. M. McLean	37
Director of Operations	Frank R. Bunnell	
Chief Engineer	D. L. Mackay	
Water		130
Sewage and Drainage		230
Air Pollution Control		20
	Total:	460

The Committee usually reports either to the Board directly, or to the Executive Committee.

3.4.3 The Technical Planning Committee (T.P.C.)

The establishment of a T.P.C. is compulsory to all Regional Districts according to Section 798B of the Municipal Act. The Act also determines the composition of this Committee: the Planning Director of the Regional District, the Medical Health Officer having jurisdiction in the Regional District (the Medical Officer of the Metropolitan Board of Health) and one municipal employee appointed by each member municipality. Also the Minister of Municipal Affairs may request the appointment of representatives from:

- The Department of Land, Forests and Water Resources (Water Resources Service, Lands Service and Forests Service)
- The Department of Agriculture
- The Department of Highways
- The Department of Recreation and Wildlife (Fish and Wildlife Branch of Municipal Affairs)
- The Department of Mines and Petroleum Resources
- Other departments, branches or Crown agencies of the provincial government
- The School Boards of each school district in the region
- The Departments and Crown agencies of the Government of Canada.

The G.V.R.D. established the T.P.C. only in 1970, a few months after acquiring the regional planning function. In 1973, the T.P.C. for the Greater Vancouver region regrouped 21 members from municipal, regional, provincial and federal governments. (A list of these members is given in Table 3.) The members each year elect a Chairman from the Committee's members as well as a Vice-Chairman. The T.P.C. regularly meets once a month.

In addition, the Committee has established a steering sub-committee and various ad hoc sub-committees to deal with specific matters referred to the T.P.C. The T.P.C. reports to the Regional Board through the Planning Committee.

According to the Municipal Act, it is the duty of the T.P.C. to:

- a) advise the Regional Board on planning matters referred to it by the Board;
- b) act as liaison between the administration of the Regional Board and the respective departments of Government and the member municipalities;
- c) give its opinion on any matter related to the Official Regional Plan which requires legislative action by the Regional Board.

3.5 The Departments reporting to the Director of Operations

The Director of Operations is directly responsible (with the assistance of the Chief Engineer) for all aspects of the administration of the Water Department, the Sewerage and Drainage Departments and the Air Pollution Control Department.

3.5.1 Water Department

The Department operates under the provisions of the Greater Vancouver Water District Act (Chapter 22 Statutes of B.C. 1924) and its integration into the G.V.R.D. structure is regulated by the Greater Vancouver Regional Water and Sewer District Act Chapter 22 Statutes of B.C. 1971). Legally, the Department is still responsible to its own Administration Board, but in practice the Department is integrated with the G.V.R.D. structure and operates as a department (as shown in Figure 2) and reports to the Board of Directors and its Committee on Water and Sewers.

The department, however, still remains legally separate from the Regional District.

The Department is responsible for water supply at cost to 15 member municipalities, two being outside the G.V.R.D. boundaries. The municipalities are responsible for local distribution and they determine the rate they will charge to their consumers.

As provided for in the 1924 Act, the Department is financially independent with its revenues coming from the sale of water to municipalities. In 1973, the Department had a \$5,677,196 budget on expenditures with \$4,703,729 going to debt charges. The Department has a staff of approximately 130 employees.

3.5.2 Sewerage and Drainage Department

The Department operates under provisions of the Greater Vancouver Sewerage and Drainage Act (Chapter 59 of the Statutes of B.C. 1956). It was integrated with the G.V.R.D. when the Greater Vancouver Regional Water and Sewer District Act was adopted (Chapter 22 Statutes of B.C. 1971). This Department functions in the same manner as the Water Department and also has a distinct legal status from the Regional District. When the Board of Directors meets to discuss the business of this Department, it meets as the G.V.S.& D.D.

The Department covers 14 municipalities including one outside the G.V.R.D. boundaries. The Department is charged with the disposal of municipal sewage collected by the individual member municipalities. For this purpose, it constructs, owns, maintains and operates major trunk and interceptor sewers, pumping stations, three sewage treatment plants and ocean outfalls.

The expenditure of the Department is apportioned among the members on an assessment basis, identical to the apportionment made for G.V.R.D. compulsory functions. In 1973, the total levy was estimated at \$10,743,294, the debt charges for 1973 being \$6,610,580. The Department has a staff of approximately 230 employees.

3.5.3 Air Pollution Control Department

This Department is responsible for the enforcement and administration of controls over all forms of air pollution except vehicle emissions. The Department maintains monitoring stations throughout the region and inspectors carry out regular checks and investigate complaints from citizens.

The Department performs its duties over the 17 member municipalities of the G.V.R.D. with a staff of approximately 20 employees. In 1973, the estimated expenditure for the Department was \$258,850. (This expenditure was to be covered by member's tax requisition of \$188,163 and a surplus from previous years of \$70,687.) Unlike the two other Departments operating under the authority of the Director of Operations, the Air Pollution Control Department is legally, as well as administratively, integrated to the G.V.R.D.

3.6 The Departments reporting to the Director of Finance and Administration

3.6.1 The Department of Finance

The Department is headed by the Director of Finance and Administration. It is responsible for the financial and treasury operations of the G.V.R.D. In addition, the Department manages the debt charges for funds borrowed on behalf of member municipalities and which are repayable by these municipalities; this item represented debt charges for an amount of \$8.4 million in 1973. The Department is also responsible for the General Administrative Services which include accounting, payroll, personnel, purchasing, central filing, dispatch, telephone and courier services. The Department has a total staff of approximately 37 employees.

In 1973, the Department had an estimated expenditure of \$779,315 but this amount is apportioned between departments using central

services facilities. The net expenditure is therefore \$171,368.

This figure includes \$77,500 for administration offices: Director of Finance and Administration, Director of Operations Chief Engineer, Assistant Treasurer and related secretarial staff.)

3.6.2 The Department of Regional Parks

Formerly the Vancouver-Fraser Park District, the Department is now legally and administratively integrated with the G.V.R.D. since January 1st, 1972. In membership, Parks is the largest single function of the G.V.R.D. All 17 communities within the G.V.R.D. are now members of the Park function. In addition, four municipalities outside the boundaries also participate.

The Department has concentrated its efforts to date on acquiring land to expand six regional parks. The Department is also acquiring several other sites. Provincial grants of one-third the cost are available for property purchases. The Department is composed of 4 employees (planning and negotiating staff) and administers a budget of \$2,033,343 (1973 estimated expenditure). A levy of \$1,240,540 was to be apportioned among member municipalities for 1973.

3.6.3 The Department of Housing

This function was acquired in 1971 by the G.V.R.D.; all 17 member municipalities must participate in the financing of this function but are not required to locate public housing in their community.

Essentially, the Department brings financial support to housing projects in the region. It assumes responsibility for the 12½% local rental subsidy on public housing projects although this is now applicable only to existing projects; it has acquired, on behalf of the province, land for residential development and for family accommodation; it may acquire 10 to 15% of the units in a private housing development and offer these to families requiring assistance on a subsidized basis. The Department has also applied

for Supplementary Letters Patent to enable it to form a non-profit organization to take advantage of the new programs introduced by the Federal Government which will assist non-profit groups to produce housing under Section 15 of the National Housing Act.

The Department has a staff of eight employees and a budget of \$606,320 (1973 estimated expenditure). The tax requisition among members was estimated in 1973 at \$534,822.

3.6.4 The Department of Hospital Planning

The Department operates under the provisions of the Regional Hospital District Act (Chapter 43 of the Statutes of B.C. 1967) and Section 766A of the Municipal Act. Similar to the water and sewer functions, the hospital planning function is assumed legally by an independent Board, the Greater Vancouver Regional Hospital District, but in practice this function is exercised as an ordinary G.V.R.D. function since the G.V.R.H.D. provides services to the 17 member municipalities of the G.V.R.D.

The Department is responsible for:

- financing hospital construction in the region, jointly with the British Columbia Regional Hospital Districts Financing Authority;
- determining location of additional beds and related diagnostic and treatment facilities;
- studying and promoting among hospitals changing patterns of care;
- studying and promoting among hospitals greater cooperation in regard to pooled services, specialized services and other matters leading to a more efficient administration of hospitals.

The work of the Department is guided by the Hospital Advisory Committee (cf. Section 1-A, 2.3.8). The Department has a staff of three employees and a budget of \$72,000 for administrative services only (1973 estimated expenditure to be found in the G.V.R.D. budget under "general government expenditure"). Its

operation budget for 1973 was \$4,864,543 and was to be covered by tax requisition of \$2,746,960 and a provincial grant of \$1,905,053 (representing the 60% provincial share of cost of hospital construction projects).

3.6.5 The Department of Planning

On December 30, 1968, the G.V.R.D. acquired the regional planning function previously enjoyed by the Lower Mainland Regional Planning Board (L.M.R.P.B.). At first the Department was guided by the terms of reference assigned to it by the Board of Directors, and prepared by the Political and Administrative Structure Committee; first priorities were assigned to studies on public transit, public housing and transportation and urban patterns. Among second priorities were a review of the southwest shores study, flood danger and urban data gathering and information systems. In addition, the Department was responsible for studying amendments to the Official Regional Plan adopted by the L.M.R.P.B. in 1966.

Gradually, the Board identified longer term objectives which took the form in 1972 of the Livable Region Program which outlined 30 district policy statements. The entire organization of the Department is program oriented toward the realisation of a Draft Livable Region Plan (this process and its administrative implications are described in Part II A).

The Department has a staff of 28 employees (including 15 professionals) and a budget of \$722,539 (1973 estimated expenditure). As stated previously, the regional levy for planning purposes only is calculated on population figures of member municipalities; for 1973, the estimated levy amounted to \$576,958.

4 Independent structures

4.1 Structures related to the G.V.R.D.

4.1.1 The Advisory Planning Commissions

As provided for in the Municipal Act (Section 798), the Regional Board has established three Advisory Planning Commissions in the three electoral areas (unorganized territories) included in the G.V.R.D. boundaries (University Endowment Lands, Ioco-Buntzen, and Bowen Island). These Commissions composed of electors advise the Regional Board on zoning subdivisions and building regulations (these three responsibilities are a G.V.R.D. function for the three electoral areas as stated in Section 798A and 798D of the Municipal Act).

4.1.2 The Lower Mainland Review Panel

This Panel is composed of eight members, two from each Regional District which were part of the Lower Mainland Regional Planning Board (L.M.R.P.B.). The Panel meets four times a year to review and adopt amendments to the Official Regional Plan prepared by the L.M.R.P.B. and adopted by the provincial government in 1966. These amendments are first presented, by the Council, to the Regional Board which then submits them to the panel for inclusion in the Official Plan. (See Table 6 for G.V.R.D. appointees to the Panel.)

4.1.3 The Municipal Finance Authority of British Columbia.

The Authority was created in 1970 by the Municipal Finance Authority Act.

The Authority is composed of representatives from each of the Regional Districts selected according to a formula which allocates votes and representatives on the basis of population. The number of votes per Regional District is determined by dividing the

Table 6 G.V.R.D. appointees on Independent Structures (1973)

Lower Mainland Review Panel

Director A. C. Kelly
Mayor W. N. Vander Zalm

Municipal Finance Authority of British Columbia

Mayor R. C. Andrews
Mayor M. S. Evers
Mayor A. Phillips
Director A. C. Kelly
Mayor W. N. Vander Zalm

Provincial Transportation Committee (Department of Municipal Affairs)

Mayor R. C. Andrews
Director A. C. Kelly
Alderman W. Hardwick

population of the district by 50,000 and rounding remainders up to the next whole number. The number of representatives is found by dividing the number of votes by five and rounding up to the next whole number. Executive and administrative duties are performed by a Board of Trustees consisting of the Chairman of the Authority and six other members elected by the Authority from among its members. The Greater Vancouver Regional District is guaranteed two of these positions and the Capital Regional District one (Section 9).

The object of the Authority is to provide financing of water, sewer and pollution control, and abatement facilities for Regional Districts and their member municipalities by the issuance of debentures and making available the subsequent funds by way of loans to the Regional District on whose request the financing is undertaken.

4.2 Regional structures not related to the G.V.R.D.

4.2.1 The Metropolitan Board of Health

The Metropolitan Board of Health is established under Section 50 of the Health Act (R.S.B.C. 1960, C. 170).

The Board is composed of representatives from:

- the City of Vancouver
- the City of North Vancouver
- the District of North Vancouver
- the District of West Vancouver
- the District of Burnaby
- the District of Richmond
- the University Endowment Land
- the Provincial Department of Health

The Board has co-ordinating supervisory, advisory and consultative functions in the administration of health services within the limits of member municipalities. The Board may not exercise any legislative functions in that regard.

The executive director of the Board is the Medical Health Officer of the City of Vancouver.

4.2.2 The Municipal Labour Relation Bureau

The Bureau is composed of representatives of:

- the Cities of Vancouver, North Vancouver and New Westminster
- the Districts of Burnaby, Richmond and North Vancouver
- the North Vancouver School District

The Bureau provides the member municipalities and the School Board with technical assistance in their labour relations.

But the Bureau has no legal status since the member municipalities and the School District are individually responsible for relations and negotiations with their own employees.

(The Municipal Labour Relations Bureau is now a function of the G.V.R.D. and this recent change does not appear in Figure 4.)

4.2.3 The Pacific National Exhibition

The Corporation of the Pacific National Exhibition has been established under provisions of the Pacific National Exhibition Incorporation Act, Statutes of B. C. 1973, C. 66.

The Corporation is headed by a Board of Directors composed of 16 members:

- 7 directors are appointed by the Lieutenant-Governor in Council and they are representatives of economic and labour organizations;
- 5 directors are members of the Council of the City of Vancouver and are appointed by the Council;
- 1 director is a member of the Board of Park and Public Recreation of the City of Vancouver and appointed by this Board;
- 3 directors are citizens living in the area surrounding Pacific National Exhibition properties and are appointed by the Lieutenant-Governor in Council.

There is also an Honorary Board composed of all members of the Provincial Cabinet and of Mayors of all municipalities of the Province.

The Board is responsible for the administration of Exhibition Park located within the City of Vancouver and the organization of the Pacific National Exhibition.

The Board reports to a Minister of the Provincial Government designated by the Lieutenant-Governor in Council.

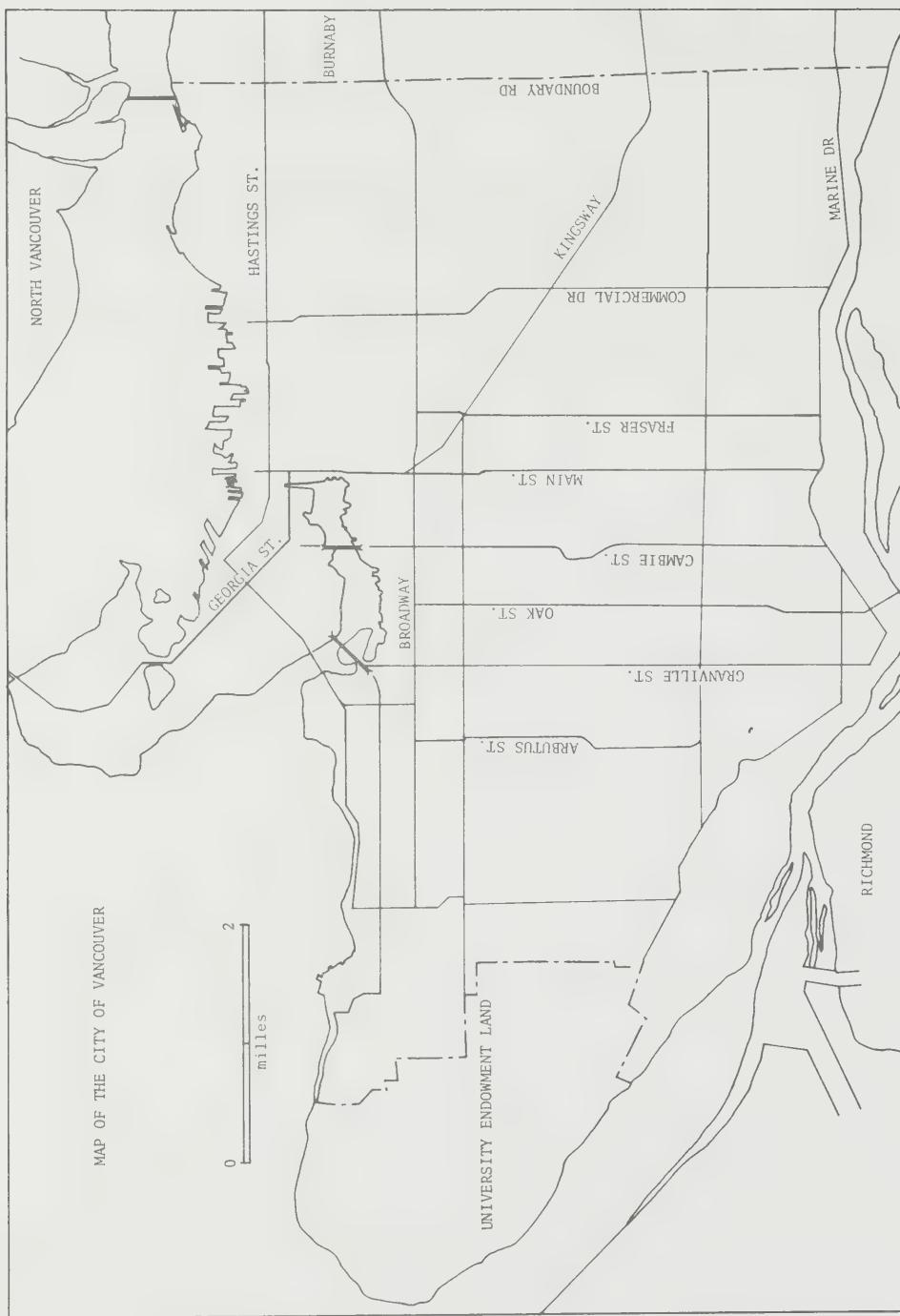


FIGURE 3 MAP OF THE CITY OF VANCOUVER

B The City of Vancouver

1 General information

1.1 Historical background

While the area surrounding the present site of Vancouver was explored by Europeans beginning in 1791, a permanent white settlement was not established until 1827 when the Hudson's Bay Company opened a fur trade post at nearby Fort Langley. The gold rush introduced more settlers into the region in the late 1850's and the economic base of the community was gradually expanded to include forestry, mining, fishing and agriculture.

The single greatest thrust to the City's development was provided by the C.P.R. Not only did the Railroads' Vice-President, William Van Horne, name the City after the English explorer, he decided, in 1884, that Vancouver would be the western terminus for the Company. An original plan for development was created for the City, and in April 1886 it was incorporated by the government of British Columbia.

The growth of Vancouver has been steady, although in recent decades it has increased substantially. The port facilities have enabled the City to play an important role as a major distribution centre with the creation in 1913, by the federal government, of the Vancouver Harbour Commission. By 1921, the port became a major centre for the shipment of Canadian grain.

As the third largest city in Canada, Vancouver has remained the financial, commercial and industrial metropolis of British Columbia. The principal lumber, pulp and paper, fishing and canning companies of the province have their headquarters in the City.

The Vancouver Incorporation Act of 1886 set up the civic administration for the City: it provided for the election of a mayor elected at large and two aldermen each from five wards. At subsequent periods the wards were altered, and with the amalgamation of the three municipalities of Vancouver, South Vancouver and Point Grey in 1929, the City was divided into twelve wards. In 1936, Council abolished the ward system and reduced the number of aldermen from 12 to 8, and from that period all offices have been voted upon by the electorate at large. There are, at present, 10 aldermen.

1.2 Population

1886	1,000
1901	26,133
1916	95,992
1931	246,593
1946	331,500
1961	407,000
1970	455,000
1971	423,000
1973	430,000

(Source: Municipal Year Book 1973, Office of the City Clerk, City of Vancouver).

1.3 Area

The City of Vancouver increased its area through two major annexations: in 1911, the City annexed two adjacent areas, the Townsite of Hastings Suburban Lands and District Lot No. 301. It was not until the amalgamation of 1929 that Vancouver reached its present size of 28,700 acres (44.8 square miles). (For a map of the City of Vancouver, see Figure 3.)

1.4 Provincial Act

The City of Vancouver is the only municipality in British Columbia to be governed by its own Act: *Vancouver Charter, B.C. Statutes of 1953, Chapter 55* (with 21 amendments up to 1973).

All other municipalities as well as Regional Districts fall under the Municipal Act. Certain parts of the Municipal Act, dealing with Regional Districts and certain general acts relating to municipal matters also are applicable to Vancouver.

1.5 Regional structures

The City of Vancouver is part of the Greater Vancouver Regional District, the Greater Vancouver Regional Hospital District, the Greater Vancouver Sewerage and Drainage District, the Greater Vancouver Water District.

2 Political structures

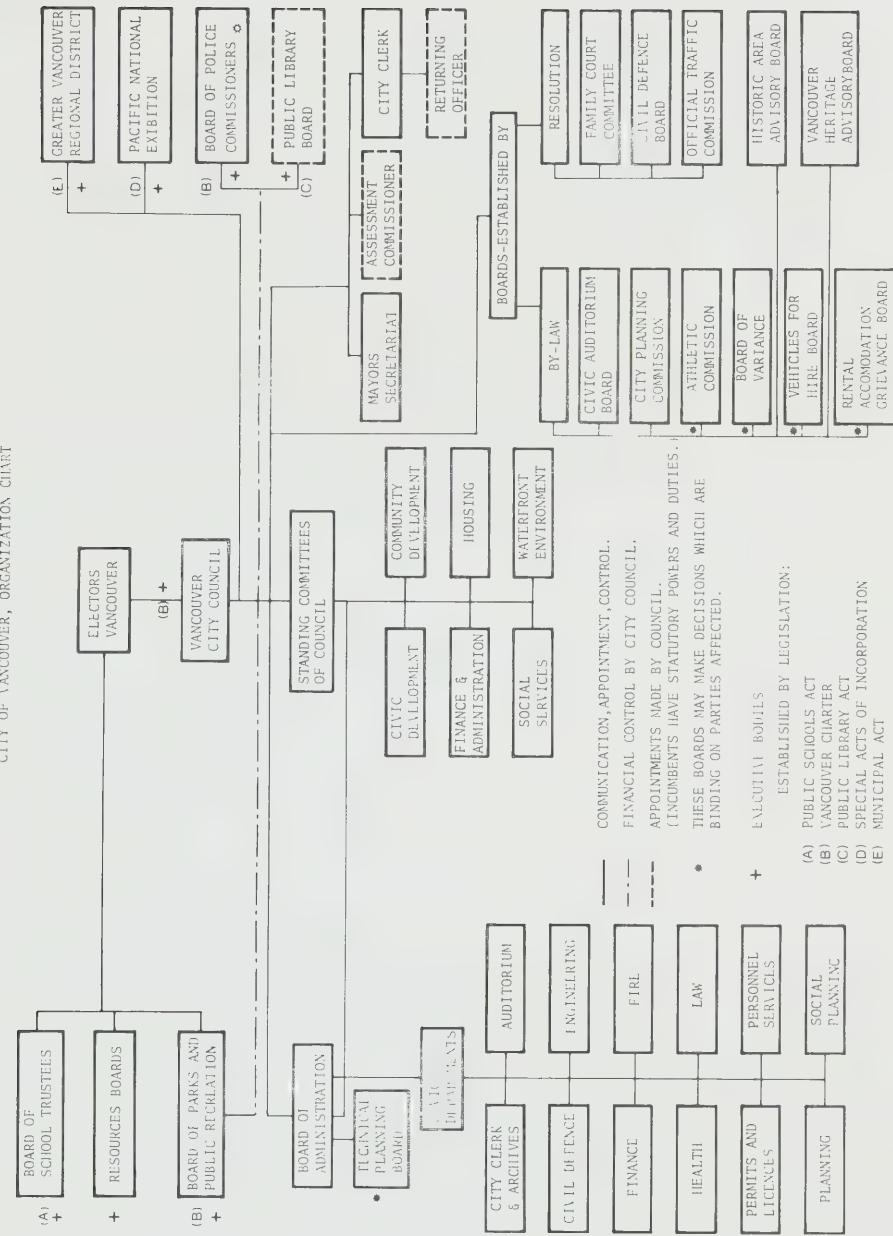
2.1 General

The City has always been characterized by a Council-Committee form of government. In 1956, however, a Board of Administration formed of two city administrators was established as a link between the Council and the City administration. This "Board" is now formed of only one city administrator and may be considered as a variant of the "City Manager" form of municipal government (see Figure 4 for the Organization Chart of the City of Vancouver).

2.2 Eligibility regulations

- a) Persons can have their names entered on the list of electors either as:
 - owner-electors (the elector being a registered owner of any real property held in his own right in the City. A distinction is made as to whether the owner is a corporation or not);
 - tenant-electors (the elector being a tenant of any real property in the City and who is in continuous occupation since January 1st of the current year. The same distinction is made between a person as a corporation or not);
 - resident-electors (the elector is declared resident if, on the 15th day of June of the year in which the list is certified, he has resided in the City in the manner described in Section 9 (2) of the Vancouver Charter.

For the purpose of a civic election, an elector has to be a Canadian citizen or other British subject who, on the date of the election, will be of the full age of nineteen years and who, of course, can qualify either as an owner-elector, as tenant-elector or as a resident-elector in the manner described above.



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OFFICIAL

FIGURE 4 CITY OF VANCOUVER, ORGANIZATION CHART

(Sections 7, 8 and 9 as amended by Chapter 67 of the B.C.S. of 1972 "An Act to Amend the Vancouver Charter").

- b) Eligibility to run for the offices of Mayor and Aldermen: Canadian citizens or any British subject of at least nineteen years of age, qualified as owner-elector or, if he does not possess such qualifications, if he is and has been resident of the City for twelve (12) consecutive months prior to the date of such filing, is eligible to run for office of Mayor or Alderman.

Disqualifications for nomination, election, and the holding of office as a member of Council include employment with the City, indebtedness to the City, holding of a judicial office, bankruptcy, having a disputed account or claim against the City and being absent from the meetings of the Council for four consecutive regular meetings without leave of the Council, after election as a member of the Council (Sections 37 and 38 of the Vancouver Charter).

- c) Election procedures are described in Sections 37 to 136 of the Vancouver Charter.

Mayor, Aldermen, Park Commissioners and School Trustees are elected at large, the City having been declared one ward. In December, on even numbered years, the Mayor, ten Aldermen, nine School Trustees and seven Park Commissioners are elected for the ensuing two years. Election day is the second Wednesday in December. The last municipal elections took place in 1974. Nearly 31.6% of eligible voters cast their ballots against 32% in 1972 and 45.5% in 1970 and 44% in 1968.

- d) There is no provision in the Vancouver Charter for any official recognition of political parties in the City.

But the electoral system favoured the grouping of candidates and at the last two elections (1972 and 1974) four municipal parties were competing for positions in the City Council, the Board of School Trustees and the Board of Parks

and Recreation.

These parties were:

- The Electors Action Movement (T.E.A.M.), which includes members of all four provincial parties.
- The Non-Partisan Association (N.P.A.) which was governing the City Hall under Mayor T.J. Campbell's mandate. This organization does not include N.D.P. supporters.
- The Committee of Progressive Electors (C.O.P.E.).
- The New Democratic Party (N.D.P.) which presents official members of the N.D.P. for the Vancouver Region.

Only the N.D.P. party was unsuccessful in electing candidates in the 1972 and 1974 elections. (See Table 7 for elected members of the City Council.)

2.3 Council

2.3.1 Composition

The Council is composed of ten Aldermen and the Mayor. A Deputy-Mayor is chosen from among the members of the Council which may confer upon him some of those powers and duties vested in the Mayor by the City Charter. The Deputy-Mayor position is rotated amongst the various Aldermen on a one month basis.

The term of office of the Aldermen and Mayor is two years "from noon of the first Wednesday after the first day of January following (the) election, until noon of the first Wednesday of January, two years later".

2.3.2 Meetings

The Council meets every Tuesday. In January 1973, the Council decided that it would meet at 2:00 p.m. with an evening session beginning at 7:00 p.m., at which time delegations could normally

Table 7 Members of the Vancouver City Council
(November 1974 elections)

Mayor:	Arthur Phillips	(T.E.A.M.) *
Aldermen:	Harry Rankin	(C.O.P.E.)
	Michael Harcourt	(T.E.A.M.)
	John Jack Volrich	(T.E.A.M.)
	Fritz K. Bowers	(T.E.A.M.)
	Darlene R. Marzari	(T.E.A.M.)
	Hugh Bird	(NPA)
	Arthur Cowie	(T.E.A.M.)
	Warnett Kennedy	(NPA)
	Helen Boyce	(NPA)
	Ed Sweeney	(NPA)

- * There were four local political groups involved in the civic elections of November 1974
 - Non-Partisan Association (N.P.A.)
 - The Electors Action Movement (T.E.A.M.)
 - Committee of Progressive Electors (C.O.P.E.)
 - New Democratic Party (N.D.P.), Vancouver Section.

be heard and business of particular interest to the public discussed. Nearly all meetings of the Council, as well as those of its committees, are open to the public.

The City Clerk and the Commissioner are present at the Council meetings but do not vote.

2.3.3 Powers

Except as otherwise provided, the powers of the City are exercised by the Council. The general powers of the Council are enumerated in Part III of the Vancouver Charter (Sections 137 to 206 c).

In addition to the powers specifically allotted to it, the Council has power to do all such things as are incidental or conducive to the exercise of the allotted powers (Section 199).

The Council may also delegate any of its executive powers to any committee comprised:

- (a) of members of the Council; or
- (b) of employees of the City; or
- (c) of members of the Council and employees of the City.

Such delegation must be approved by a vote of not less than two-thirds of Council members (Section 161).

In practice, these delegations are made by by-law.

The powers of the Council are exercised either by by-law or by resolution. A by-law is needed when the Council, in the exercise of a power, directs that a thing should or should not be done, and a fine or penalty is inflicted for failure to comply (cf. Section 151).

The main powers of the Council can be outlined as follows:

- provide for the good rule and government of the City (Section 189);
- acquire property or dispose of real property, buy and sell commodities; enter into agreements, etc. (Sections 190 to 198);
- levy taxes, authorize expenditures, contract debts, make money grants, etc. (Sections 200 to 206 b).

The Council may, by by-law, provide for its own internal procedure: quorum, notice of meetings, minutes, etc. (Section 165).

Finally, in its administrative capacity, the Council may:

- establish and equip departments and offices;
- provide for the appointment, suspension and removal of employees and;
- by by-law, provide for the appointment of a Board of Administration (Sections 162 and 163).

2.4 Committees of the Council

The Council may appoint two kinds of Committees:

- a) the Standing Committees of Council;
- b) the Special Committees of Council.

The Standing Committees provide advice to the Council on matters allotted to them for consideration.

The Special Committees are given specific terms of reference and report to the Council.

Under Mayor Arthur Phillips, the Council set up six Standing Committees. Each of them is composed of a Chairman, a Vice-Chairman and two Aldermen, named by the Council on the recommendation of the Mayor. Previously, the Council was functioning with committees formed of all the members of the Council for purely procedural purposes. The recent change is designed "to enable members of Council to specialize and therefore concentrate more of their attention on basic questions" (cf. Mayor's Inaugural address - January 3rd, 1973).

Each Alderman serves on at least two Standing Committees and may serve on a third if he wishes. The Standing Committees meet regularly once a week at the call of the Chairman. These meetings are held on Thursday afternoon and evening, at the discretion of the Committee Chairmen.

Each Standing Committee is assisted by an officer of the City Clerk Office. The Commissioner may assist at the Committees' meetings. (A list of Standing Committees members is given in Table 8).

The following Standing Committees were established and each given a mandate:

- Finance and Administration:

This Committee combines the activities previously carried out by the Finance and General Purposes Committee, that is the City finances, the budget, and the internal administration.

- Social Services:

The Committee is responsible for the revision of the welfare department structures and functioning, and for the discussion of policy issues with the Minister of Rehabilitation in the field of social services.

- Civic Development:

The Committee deals with large-scale planning matters and development controls. It examines zoning schedules for the various areas of the City in order to improve their livability. These tasks are carried out in close collaboration with the Planning Department of the Greater Vancouver Regional District with an aim to develop the "Livable Region Program".

- Community Development:

The Committee is responsible for planning matters of local interests, eg. public holdings location; impact of various projects on the quality of the surrounding areas. The Committee has undertaken an examination of the whole question of area representation.

- Waterfront and Environment:

The Committee deals with policies for open space and recreation land and is the link with the Park Board.

Table 8 Members of Standing Committees* (January 1975)

Finance and Administration

J. Volrich (Chairman)
E. Sweeney (Vice-Chairman)
F. Bowers
W. Kennedy
D. Marzari

Planning and Development

F. Bowers (Chairman)
W. Kennedy (Vice-Chairman)
H. Bird
A. Cowie
M. Harcourt

Community Development

H. Rankin (Chairman)
D. Marzari (Vice-Chairman)
E. Sweeney
J. Volrich

Housing and Environment

M. Harcourt (Chairman)
H. Bird (Vice-Chairman)
H. Boyce
A. Cowie
H. Rankin

* After the 1974 elections, four Standing Committees replaced the six that existed between 1972 and 1974.

Indeed, a Park Board member is invited to sit at the Committee's meetings and a member of the Committee (the Chairman) attends Park Board meetings. The Committee's tasks include the enforcement of air and noise pollution by-laws in conjunction with the Greater Vancouver Regional District. (See Mayor's Inaugural address of January 3, 1973.)

- Housing:

The Committee is responsible for the elaboration of the City's policies over housing which is a responsibility now handled by the G.V.R.D. The main task of the Committee is to identify those priorities for the urban renewal program which are to be undertaken.

The Council may also appoint Special Committees. These Committees are given specific terms of reference but no power is usually delegated to them. They report directly to Council. They are formed of members of Council only, but when their field of jurisdiction is related to the Park Board or the School Board, these bodies can be represented on the Committees. In January 1973, Mayor Phillips recommended to Council that it set up the following Special Committees:

(a) Skid Row Housing:

This Committee was to look into the deplorable housing situation in the area of Main and Hastings, in order to improve the standards of housing. Alderman Harcourt was to take this on a special project with the assistance of Alderman Marzari. City employees and members from outside the City Hall were to be invited to form part of the Committee.

(b) The Waterfront:

The waterfront from Main Street to Stanley Park is a subject of a new tri-level Study Committee, but was considered of such importance as to necessitate the setting up of a Special Committee of Council.

(c) False Creek:

The Special Committee on False Creek was continued under the chairmanship of Alderman Hardwick.

2.5 The Mayor

The Mayor, elected at large, is the Chairman of the Council and the Chief Executive Officer of the City (Section 207, Vancouver Charter).

He has the right to vote as President of the Council and is an ex officio member of the Standing Committees. Traditionally he cannot be considered as a "strong mayor" although, with the present Council Committee system, the mayor is becoming more concerned with policy matters than with the administrative aspects of his mandate.

The duties of the Mayor are outlined in Section 208 as follows:

- (a) he shall be vigilant and active at all times in causing the law for the government of the City to be duly enforced and obeyed;
- (b) he shall recommend to the Council such measures as he shall deem expedient;
- (c) he shall oversee and inspect the conduct of all employees of the City under the jurisdiction of the Council, and, so far as he can, cause all negligence or misconduct by any such employee to be punished;
- (d) he shall suspend from his employment, if he thinks necessary, any such employee.

The Mayor's office is headed by an executive assistant. In addition, Mayor Phillips has a special assistant whose task consists of the handling of public inquiries and requests for help. This special assistant also has special responsibility with regard to the improvement of the communications between the Mayor's office and the federal and provincial governments at the elected level. The special assistant is not part of the regular Civil Service.

3 Administrative structures

3.1 General presentation

The City of Vancouver Charter provides for a Chief administrative officer form of organization through the appointment of a Board of Administration. Up until 1972, the Board was composed of two appointees who exercised a supervision over specific departments. The Board is now composed of only one member who acts as a City manager (see 3.4, "Coordinating structures").

3.2 Number of employees

The overall Civic administration regroups approximately 5,500 employees, not including people employed with the Park Board, the Public Library Board and the School Board.

3.3 Departments

(See Figure 4 for the Organization Chart of the City of Vancouver.) There exist 12 departments under the authority of the Board of Administration:

- 8 departments provide municipal services to the Community: Auditorium, Emergency measures, Health, Permits and Licences, Planning, Engineering, Fire and Social Planning;
- 4 departments are responsible for the internal administration: City Clerk and Archives, Finance, Law and Personal Services.
(A list of the Departments with their respective heads is given in Table 9 while expenditures are presented in Table 10.)

Table 9 List of Departments and City Officers (1974)

Board of Administration	L. E. Ryan, Commissioner
City Clerk and Archives	Ronald Thompson
Finance	P. D. Leckie, Director
	J. P. Good, City Treasurer and Collector
Law	C. S. Fleming, Corporation Counsel
Personnel Services	B. H. Peterson, Director
Health	G. H. Bonham, Medical Health Officer
Social Planning	Maurice F. Egan, Director
Fire	A. Konig, Fire Chief
Emergency Measures	A. N. Roth, Co-ordinator
Engineering	G. H. Lawson, City Engineer
	R. C. Boyes, Assistant City Engineer (Traffic and Transportation)
Planning	R. J. Spaxman, Director
Permits and Licences	H. L. Bryson, Director
	D. A. Matheson, Assistant Director and Building Inspector
Probation Services and Juvenile Detention Home	J. M. Gillis, Superintendent
Provincial Court	George T. Campbell, Administrator
	A. Stuart McMorran, City Prosecutor
Mayor's Secretariat	
Executive Assistant to the Mayor	Colin Lowery
Special Assistant to the Mayor *	Gordon Campbell

* appointed by the Mayor and not member of the Civil Service

Table 10 City of Vancouver - 1971 and 1972 Expenditure (actual)

	1972	1971
General Government	\$ 5,819,842	\$ 5,467,136
Protection to Persons and Property (1)	30,172,096	27,000,781
Public Works	5,930,677	6,105,244
Sanitation and Waste Removal	5,152,816	5,235,273
Health	1,666,559	1,549,132
Hospitals (Regional District)	1,260,049	1,274,314
Social Services (2)	€,063,465	8,118,638
School (City Proportion)	45,642,418	43,008,875
Recreation and Community Services	9,358,201	8,977,000
Water Works	6,079,127	6,079,127
Debt Charges	15,516,809	14,764,319
Transfer to Reserves	5,805,309	4,456,926
Surplus	2,384,810	218,612
Sundries	213,264	380,119
Total	<hr/> \$141,065,442	<hr/> (3)
		\$132,783,188

1 - Includes Provincial Courts (Vancouver) Probation Officer and Juvenile Detention Home.

2 - This function has been transferred to the Provincial Government.

3 - City contributions to the Regional Districts are distributed to departments affected by the Regional function.

3.3.1 Internal administration

3.3.1.1 City Clerk and Archives

Duties: The City Clerk is responsible for all records and proceedings before City Council, Council Committees and certain City Boards and Commissions. The Clerk's department also directs custody of the City archives, supervises the maintenance of voters' list and, in the alternate role of Returning Officer, conducts civic elections. The offices of the Rental Accommodation Grievance Board are also operated by the department (see Sections 220 to 225 of the Vancouver Charter).

Staff: 39 employees.

Budget (1972 expenditure): \$453,358.

3.3.1.2 Law

Duties: The City Law Department provides legal advice and assistance to City Council, City Boards, Commissions and departments in drafting by-laws, agreements and conveyances. It also provides general legal service to all departments of the City.

Staff: 16 employees.

Budget (1972 expenditure): \$220,811.

3.3.1.3 Finance

Duties: This department fulfills the mandate of the Director of Finance (Sections 210-219) and of the City Treasurer (Sections 226-229). In addition to the regular financial and treasury operations handled by its Revenue and Treasury Division and its Payroll and Accounting Division, the department is responsible for the purchasing of all City requirements (Purchasing Division), for the acquisition, leasing, management and disposal of City property excluding parks (Property and Insurance Division), for technical support services (Print Shop and Data Processing and Systems Division) and for Assessment (Assessment Division).

The Assessment Division is headed by the Assessment Commissioner and has a mandate to prepare, each year, the real property assessment role of the City pursuant to Sections 339 to 454 of the City Charter. Due to the specific powers and duties devoted to the Assessment Commissioner, the official Organization Chart of the City of Vancouver (Figure 4) pictures the Assessment Commissioner's position as if it were an independent Board; in fact, the Assessment Commissioner performs his duty within the Finance Department and should be considered as an officer of this department. (See also Section 4.2.2 describing the Vancouver Court of Revision which hears complaints from the Assessment Commissioner's decisions.)

Internal Audit Division performs an internal audit function not only for all of the City Departments but the Park Board as well.

Staff: 272 employees.

Budget (1972 expenditure): \$2,539,633.

3.3.1.4 Personnel Services

Duties: The department advises the Council through the Board of Administration on matters relating to the nomination of employees, salary policies and wage negotiations.

Staff: 31 employees.

Budget (1972 expenditure): \$258,799.

3.3.2 Community Services

3.3.2.1 Auditorium

Duties: This department was created to operate the Queen Elizabeth Theatre and now is also responsible for the Queen Elizabeth Playhouse. The department receives advice from the Civic Auditorium Board appointed by the Council (see below 4.2.6).

Staff: 18 employees.

Budget (1972 expenditure): \$447,814 (mainly covered by the Auditorium's revenues of \$370,367 in 1972).

3.3.2.2 Emergency Measures Department

Duties: The department's objective is to maintain a civil defence plan to co-ordinate the operation of the City departments in an emergency and compile a list of voluntary personnel. The department is advised by the Emergency Measures Board (See below 4.2.10).

Staff: 5 employees.

Budget (1972 expenditure): \$30,464 mainly covered by a \$21,195 federal grant and a \$6,336 provincial grant.

3.3.2.3 Health

Duties: Under Sections 325 to 330 of the City Charter and provisions of the Health Act (1960 B.C.S., Chapter 170), the Department provides comprehensive health services to families and individuals of the community with emphasis on health education, promotion and prevention. As stated in Section 50 of the Health Act, the City is a member of the Metropolitan Board of Health and provides coordination of health services to some surrounding municipalities and School Boards. (See Section 1-A, point 4.1, Metropolitan Board of Health).

Staff: 438 employees.

Budget (1972 expenditure): \$1,574,302.

N.B. This figure is the net expenditure to which should be added various governmental grants totalling \$1,739,923. The operating cost of Mountain View Cemetery, \$92,257, should also be added to the Public Health budget.

3.3.2.4 Social Planning

Duties: This department is involved in the development of social or community services, the co-ordination of City Planning with community needs and social research. Taylor Manor for the elderly is operated by the department.

Staff: 32 employees.

Budget (1972 expenditure): \$157,689 for Social Planning (this is a net cost not including \$111,118 grants from federal and provincial governments).

3.3.2.5 Fire Department

Duties: This department is integrated with the regular administrative structure, under the authority of the Board of Administration.

Staff: 778 employees.

Budget (1972 expenditure): \$10,840,660.

3.3.2.6 Permits and Licences

Under Sections 269 to 279A of the City Charter, the department administers those by-laws relating to building, construction and plumbing, gas and electrical installations and zoning regulations. The issuing of the business licences and the collection of the tax fall under the responsibility of this department.

Staff: 215 employees.

Budget (1972 expenditure): \$1,656,564.

3.3.2.7 Engineering

Duties: Under Sections 288 to 303 (Public Works) and 317 to 321 (Street Traffic) of the City Charter, the department has general jurisdiction over the establishment of streets and bridges, including their design and construction, their marking, control lighting and maintenance. Traffic planning and control are part of the department's functions. The design, installation, operation and maintenance of Vancouver's water system and sewerage drainage works is the responsibility of the City Engineer (water distribution is a City responsibility; water supplies a regional responsibility), as is the operation of the refuse collection and disposal system. The department is finally responsible for the City's communications and vehicle maintenance.

Staff: 1,454 employees.

Budget (1972 expenditure): \$11,083,493.

3.3.2.8 Planning

Duties: Under Sections 559 to 574 of the City Charter, the department is involved in policy planning, in the preparation of long-range physical, economic and social forecasts, and in assessing neighbourhood requirements. The department is also concerned with the development of City owned property and programs for urban renewal and beautification schemes. Finally, the department is responsible for the interpretation of the Zoning By-Law (By-Law No. 3573 of June 18, 1956) as well as for development consultation. (This department is presented more fully in Part II of this study.)

Staff: 83 employees.

Budget (1972 expenditure): \$936,580.

3.3.2.9 Other Departments

3.3.2.9.1 The Clerk of the Provincial Court

The City of Vancouver, in accordance with its Charter, assumes part of the cost of the administration of Justice. Section 474 of the Vancouver Charter states that the office of the Clerk of the Provincial Court shall be deemed to be a department of the City and the Clerk shall be deemed to be the Department Head.

In 1972, this service (Provincial Court, its Family Division and Prosecutors) necessitated an expenditure of \$1,848,609; the total staff involved in operating these two functions is 179.

3.3.2.9.2 The Coroner

Section 484A of the Vancouver Charter states that the costs, fees and expenses of any inquest or inquiry made by the Coroner for incidents happening within the limits of the City shall be borne by the City. In 1972, the City had an expenditure of \$189,609 for this purpose and had a staff of 11 employees.

3.3.2.9.3 Probation Services and Juvenile Detention Home
Probationary services are provided to Vancouver while the Juvenile Detention Home is available to the City and the surrounding municipalities on a per diem rate basis. The 1972 expenditure for these services which employ 35 persons was \$559,356.

N. B. Since these three departments exercise provincial responsibilities within the municipal administration, they are not shown in the official organization chart of the City.

3.4 Coordinating structures

3.4.1 The Board of Administration

Created by By-law No. 4017 (October 1962) under Section 162A of the City Charter, the Board of Administration is composed of "one person who shall bear the title of Commissioner". (From the beginning, the Board was composed of two Commissioners, but in April 1973, the amendment By-law No. 4691 reduced it to only one member.) The Commissioner is appointed by the Council at pleasure.

The Board is responsible for supervising and directing the affairs of the City and the employees thereof in accordance with the policies of Council established from time to time. It is also responsible for advising and assisting the City Council.

Section 6 enumerates the powers of the Board. In short, the Board has general supervising power over administrative management (especially over personnel matters). It plays a coordinating role between the independent Boards and Commissions and the City administration. In addition, the Commissioner assists at meetings of the City Council and its Standing Committees and is, therefore, the liaison officer between the political and administrative levels. It should be noted that, previously, when the

Board was formed of two Commissioners, it enjoyed large powers over financial administration, but these powers are now part of the mandate of the Director of Finance.

The main aim of the recent reform of the Board of Administration lies in stressing its coordinating and administrative function while reducing its leadership function.

3.4.2 The Technical Planning Board (T.P.B.)

The Technical Planning Board was established by By-law No. 3497 of November 1954, under Section 306R of the City Charter. The Board is composed of 12 City officers representing seven departments, two Boards and the Board of Administration (see Table 11 for a list of members). The Technical Planning Board holds regular meetings every Friday. It is chaired by the Director of Planning and its secretariat is provided by the Department of Planning. It reports to the Council via the Board of Administration (see Figure 4).

The Technical Planning Board has co-ordination as well as advisory functions with regard to technical and administrative matters bearing on the development of the City. It exercises these functions in the field of planning and particularly in the elaboration of the City's five-year capital expenditure programme. The T.P.B. has discretionary powers over the issue of development permits when these fall under the terms of "nonconforming uses" and "conditional uses" as defined in the Zoning and Development By-law. But these discretionary powers are to be exercised by the Director of Planning in the near future.

3.4.3 The Urban Design Panel

Created in August 1973, by By-law No. 4722, the Panel is composed of seven members:

- the Director of Planning;
- the City Building Inspector (Department of Permits and Licences);

Table 11 Members of the Technical Planning Board (December 1973)

R. S. Spaxman	Director of Planning, Chairman
Lorne E. Ryan	Commissioner
G. H. Lawson	City Engineer
C. S. Fleming	Corporation Counsel (Law Department)
P. D. Leckie	Director of Finance
D. A. Matheson	Building Inspector (Permits and Licences Department)
H. L. Bryson	Director of Permits and Licences
M. F. Egan	Director of Social Planning
G. H. Bonham	Medical Health Officer (Health Department)
J. F. Aitken	Supervisor, Property and Insurance (Finance Department)
Stuart Lefeaux	Superintendent, Park Board
R. F. Sharp	Superintendent of Schools, School Board
Secretary: Mrs. C. R. Corey	

- three members of the Architectural Institute of British Columbia;
- a member of the Landscape Architects' Institute of British Columbia;
- the Chairman of the Vancouver City Planning Commission.

The Chairman is chosen from among members by the entire Panel.

They hold meetings at the call of the Chairman.

The Panel advises the Council and the T.P.B. on the urban design of any proposed development or any revisions of any proposed development or any substantial changes to any previously approved development. The Panel may also advise the Council or any of the City's Boards on any matter dealing with urban design. Its reports are sent to the T.P.B. which transmits them to the Council. The Panel may also assist the Department of Planning in matters pertaining to urban design.

4 Independent Boards and Commissions

In the City of Vancouver, two Boards have their members directly elected by the citizens; one Board has its members indirectly elected by the citizens; one Board has its members appointed by the Lieutenant-Governor in Council, while ten other Boards have their members appointed by the Council.

4.1 Boards with elected members

4.1.1 The Board of School Trustees (School District No. 39)

At the same time and in the same manner as for the City Council, the citizens of the City of Vancouver, as well as those residing in the electoral area corresponding to the University Endowment Lands, elect at large nine persons to be members of the Board of School Trustees for a two-year term. The two elected members who receive the highest number of votes become respectively Chairman and Vice-Chairman of the Board (see Table 12 for a list of elected members). Provisions for eligibility of candidates and election procedures are contained in the Public Schools Act (1960, R.S.B.C. Chapter 319) but are similar to the regulations contained in the Vancouver City Charter. The Board meets twice a month, on the first and third Mondays.

The Board operates 91 elementary schools, 18 secondary schools, two special schools and provides Community Education Services. The Board employs 2,794 teachers.

Most of the Board's revenue comes from the City of Vancouver tax levy for education purposes and grants from the government of British Columbia. For the year ending December 1972, the Board had expenditures of \$66,821,878 mainly covered by a \$45,073,716 tax levy and a \$19,946,344 provincial grant. The School Board budget is presented to the City Council each year

Table 12 Elected representatives on the Board
of School Trustees (1973/74)

Peter Bullen, Chairman	T.E.A.M.*
Olive Johnson, Vice-Chairman	T.E.A.M.
Katherine Mirhady	T.E.A.M.
Elliot Gose	T.E.A.M.
Jack Yee	T.E.A.M.
Marjorie Courvoisier	T.E.A.M.
Betty-Anne Fenwick	T.E.A.M.
Peter Westlake	T.E.A.M.
Jacques Barbeau	N.P.A.*

Officers of the Board

J. E. Robertson, Head of Business Administration

Dr. R. F. Sharp, Superintendent of Schools

* T.E.A.M.: The Electors Action Movement

* N.P.A. : Non-Partisan Association

for adoption. This is the only official link between the School Board and the City. (See Figure 4 Organization Chart of the City of Vancouver.)

4.1.2 The Board of Parks and Public Recreation

As provided for by Sections 485 to 497A of the City Charter, the seven members of the Parks Board are elected at large for a two-year term in the same manner and at the same time as the City Council. The elected members are called Park Commissioners and they elect a Chairman and a Vice-Chairman. (See Table 13 for a list of elected members on the Board.)

The Board has general powers to acquire and develop land for parks and undertake public recreation programs. The Board is responsible for the maintenance of 135 parks in the City, including the federally owned Stanley Park leased to the City of Vancouver, in 1908, for a period of 99 years (development expenses for Stanley Park are shared between the City and the federal government).

The Board, through its independent statute, works in close liaison with the City Administration; Board's Commissioners attend the Waterfront and Environment Committee while the Park Superintendent is an official member of the T.P.B. In 1972, the expenditures of the Board amounted to \$4,024,515.

4.1.3 Vancouver Resources Board

On January 8, 1974, the Provincial Government announced that the Department of Human Resources was taking back the responsibility for Welfare and Rehabilitation, previously administered by the City. The Minister of Human Resources has retained a decentralized form of administration for this function. Basically, the administration of the \$35 million spent annually on welfare and rehabilitation programs will be assumed by 13 Community Boards composed of elected citizens in 13 different areas of the City. The Community Boards will be regrouped in a Vancouver Resources Board which will be

Table 13 Elected representatives on the Park and Public Recreation Board (Park Board) (1973/74)

Art Cowie, Chairman	T.E.A.M.*
May Brown, Vice-Chairman	T.E.A.M.
William Du Moulin	T.E.A.M.
William McCreery	T.E.A.M.
E. A. Sandy Robertson	N.P.A.*
George Puil	N.P.A.
George Wainborn	N.P.A.

N.B. The Chairman of the Waterfront and Environment Committee attends Park Board meetings

Officers of the Board

Stuart Lefeaux,	Superintendent
W. C. Livingstone,	Deputy Superintendent

*T.E.A.M.: The Electors Action Movement

*N.P.A. : Non-Partisan Association

composed of delegates from some of the 13 Community Boards and of officers of the Provincial Government

The detailed organization and responsibilities of these Boards are to be established in the near future when elections at the Community Board level will take place.

Bill 84, the Community Resources Act, was passed on June 20, 1974.

To the City of Vancouver, this transfer of responsibility signifies an economy of approximately \$2 million spent each year in welfare programs and the transfer to the provincial government of 247 employees previously working within the Welfare and Rehabilitation Department.

4.2 Other Boards (See Table 14 for Officials)

4.2.1 The Board of Police Commissioners

As stated in Sections 455 to 473A of the City Charter, the Board of Police Commissioners is composed of seven members: the Mayor as Chairman and six other members to be appointed by the Lieutenant-Governor in Council for a three year term, not more than two Commissioners being appointed each year. In addition to his regular right to vote, the Chairman has a second or casting vote in case of a tie vote. The Board meets twice a month, on the second and fourth Thursday.

The Board is responsible for all aspects of the operation of a police force in the City of Vancouver. In 1972, the expenditure of the Police Department was \$14,499,380.

Table 14 Officials of Independent Boards and Commissions
(December 1973)

The Board of Police Commissioners

Chairman : Mayor Arthur Phillips
Chief Constable : J. R. Fisk
Secretary to the Board: R. Pickering, Staff Inspector

The Vancouver Court of Revision

Members : John P. Roberts
J. Ross Ker
Charles S. Burtinshaw

The Public Library Board

Chairman : Herbert E. McArthur
Council Representative: Ald. Gibson
Director : Morton P. Jordan

The Board of Variance

Chairman : T. McDonald
Secretary : L. H. Gell

The Vancouver City Planning Commission

Chairman : John Mac D. Lecky
Council Representative: Ald. Pendakur
Executive Co-ordinator: Mrs. Hilda Symonds

The Civic Auditorium Board

Chairman : W. O. Banfield
Council Representative: Ald. Bowers
Theatre Manager : Ian Dobbin

Vancouver Civil Defence Board

Chairman : Mayor Arthur Phillips

Table 14 Officials of Independent Boards and Commissions
(Cont'd)

Vancouver Athletic Commission

Chairman and Secretary-Treasurer: Ben A. R. Morley
Council Representative: Ald. Volrich

Vancouver Rental Accommodation Grievance Board

Chairman : W. O. Banfield

Family Court Committee

Chairman : Mrs. Helen McRae

Vehicles for Hire Board

Chairman and Council
Representative : Ald. Rankin

Official Traffic Commission

Council Representatives: Ald. Marzani
Ald. Rankin

4.2.2 The Vancouver Court of Revision

The Court of Revision is appointed annually by the Lieutenant-Governor in Council pursuant to Section 15 of the Assessment Equalization Act (1960 R.S.B.C., Chapter 18). The Court hears complaints in respect to the assessed value of real property, land and improvements as prepared by the Assessment Commissioner.

The Court of Revision consists of three members, and has the powers vested in such courts by Sections 358 to 371 of the Vancouver City Charter. The provincial Assessment Appeal Board may hear any appeals from the decisions of the Vancouver Court of Revision.

4.2.3 The Public Library Board

Under dispositions of the Public Library Act (1960 R.S.B.C., Chapter 316), the Public Library Board consists of a member of the City Council and eight residents (or electors) of the City, appointed by the City Council for a two-year term (three to be selected in the first year and five to be selected in the subsequent year). Two of the Council-appointed members usually come from the School Board and the Park Board. The Board elects a Chairman from among its members and they meet once a month, on the third Wednesday.

The Board owns and operates one Central Library and 11 branches in the City; in 1972, the expenditure of the Board was \$3,211,715 including a \$159,144 provincial grant.

4.2.4 The Board of Variance

Established under Sections 572 to 573 of the City Charter, the Board of Variance is composed of five members, two appointed by the Lieutenant-Governor in Council, two appointed by the City Council and the fifth by a majority of the other appointees to act as Chairman. Their term of office is three years. The Board meets generally twice a month on the first and third Thursday.

The Board hears and determines appeals by persons aggrieved by a decision resulting from the implementation of the Zoning

By-law (Section 573 enumerates the powers of the Board and its limitations). There is no appeal from a decision of the Board.

4.2.5 The Vancouver City Planning Commission

Established in 1924, the Commission operates at the present time under Section 574 of the City Charter. The Commission is composed of 14 members, nine appointed by the City Council (three in each year) for a three-year term, one Council representative, two representatives for the School and Park Boards and two members appointed by the Commission for a one-year term.

The Commission elects a Chairman and appoints a six-member Executive Committee. The Commission meets twice a month on the first and third Friday. Through an annual grant from the City, the Commission has a part-time executive-coordinator, while support staff is provided to the Commission by the Planning Department.

The Commission provides advice to the City Council on planning and development matters. More specifically, the Commission advises the T.P.B. on all zoning questions which fall under the "conditional use" category and on all amendments to the Zoning By-law. But the Commission is primarily a communication-information body between the civic administration and the citizens concerned.

4.2.6 The Civic Auditorium Board

The Board is composed of one "Official Member" who is an Alderman of the City and six other members appointed by the Council for a two-year term. The Chairman is elected from the Board by its members who meet once a month on the first Friday.

The Board operates under the provisions of By-law No. 3941 and advises the Council on the operation of the Queen Elizabeth Theatre and Playhouse.

4.2.7 Family Court Committee

The Committee is established under Section 12 of the Provincial Court Act (1969 B.C.S., Chapter 28). It is composed of five members appointed annually by the City Council. Its mandate is to consider and examine the resources that the Community allots to family and children's work, to assist the officers and judges of the Court when requested, and generally to make such recommendations to the Court, to the Chief Probation Officer or to others as may seem advisable. The Committee meets not less than four times a year.

4.2.8 Rental Accommodation Grievance Board

The Board is composed of three members appointed by the Council for a three-year term. The Board meets once a week, on Tuesday, to hear grievances which are brought before it by aggrieved persons, in violation of rental accommodation disposition provided for in By-law No. 4448.

4.2.9 Vancouver Athletic Commission

The Vancouver Athletic Commission consists of five members (including one Alderman) appointed annually by the City Council. Under By-law No. 2875, they have the power to control and supervise or prohibit professional boxing and wrestling contests and exhibitions in the City.

4.2.10 The Civil Defence Board

The Board is composed of 11 members who are Department Heads and the Chairman who is the Mayor ex officio. The Departments involved are:

- Police Department (Chief Constable);
- City Clerk Department (City Clerk);
- Engineering Department (City Engineering and City Electrician);
- Board of Administration (Commissioner);

- Co-ordinator for Emergency Measures Department;
- Law Department (Corporation Counsel);
- Finance Department (Director);
- Fire Department (Director);
- Health Department (Medical Health Officer);
- School Board (Superintendent of Schools).

The powers and duties of the Board relate to the co-ordination of activity when disaster and civil defence is concerned, but Council approval is required when special financial expenditures are involved.

4.2.11 The Vehicles for Hire Board

Consists of five persons: one Alderman and four officials:

- the Chief Constable;
- the City Solicitor;
- a member of the Board of Administration
- the Chief Licence Inspector.

This Board was created by City By-law to establish regulations governing the licencing and operation of all vehicles for hire in the City, eg. rent-a-car, rent-a-truck, and to control taxi fares and licencing.

The Board has the power to make binding decisions subject to appeal to Council.

4.2.12 The Official Traffic Commission

This Commission was established by a resolution of Council during the 1930's to investigate citizen complaints concerning neighbourhood traffic problems. The Commission, composed of officials and Aldermen, holds public hearings and makes recommendations to Council. It has no final authority.

Petitions are received from individuals and citizen or corporate groups for the alteration or installation of traffic devices at the neighbourhood level.

II Political and administrative structures and urban development

A Land use planning

1 General

Land use planning in British Columbia and in the City of Vancouver is governed by the rules included in Part XXI of the Municipal Act and in Part XXVII of the Vancouver City Charter. At the political level, the land use planning policy is decided on by the Council. At the administrative level, various bodies set up according to the regulations of the Vancouver City Charter provide advice to the Council and implement its policy.

1.1 Political structures in the City of Vancouver

1.1.1 City Council

The City Council has final authority and approval over the elaboration and adoption of Development Plans (Sections 562 and 563 of the Vancouver Charter), zoning By-laws (Section 565), development permits (Section 565A) and the establishment of a Planning Department, of a Technical Planning Board, of a City Planning Commission, and of a Board of Variance.

1.1.2 The Standing Committees of Council

Three of the Standing Committees of Council may intervene in land use planning:

- Committee on Civic Development;
- Committee on Community Development and to a lesser extent;
- Committee on Waterfront and Environment.

The Committee on Civic Development has the most important role since it is responsible for the large scale planning policy of the Council. It deals also with all matters related to development

controls and examines the zoning schedules for the various areas of the City. In this regard, it works closely with the Planning Department of the City as well as with that of the G.V.R.D. This Committee is particularly concerned with the political and social aspects of the planning projects affecting the residents of specific areas or of the City as a whole.

In addition, one special committee set up by Council may also influence land use planning: Special Committee on False Creek. This special Committee examines the redevelopment of the False Creek areas of the City.

1.2 Administrative structures

The administrative structures involved in land use planning in the City of Vancouver are the following:

- Planning Department;
- Permits and Licenses Department;
- Social Planning and Community Development Department;
- Technical Planning Board;
- Vancouver City Planning Commission;
- Board of Variance.

The main administrative unit is the Planning Department while the other institutions act in a coordinating, advisory or appeal capacity

1.2.1 The Planning Department

The Planning Department is the core organization in the process, providing technical input in all planning matters. (See I B, 3.3 for a general description.)

At the present time, however, the Department is undergoing a major reshuffle, which will result in the establishment of

five new Divisions: Overall Planning (research and information, and policy planning); Area Planning (involving considerable decentralization of planning at the local area levels including the downtown area); Zoning; Special Services; Staff Services.

In this presentation, however, only the structures existing before the reform are discussed.

(a) Advance Planning and Research Division

The overall policy direction for Vancouver planning originates with Advance Planning. The Division initiates programs and major projects within three major study streams:

- (i) The downtown group: initiates recommendations for the overall development of the City core, the redevelopment of the City waterfront, and the on-going rapid transit feasibility study.
- (ii) The outside core group: there are a number of ways that Vancouver could change over the next few years. The study approach adopted acknowledges differing attitudes towards city growth and a resulting choice of possible goals. Associated with the work are analyses and forecasts for the various 'systems' of the City such as housing, population, employment, transportation, public services, and recreation.
- (iii) Information system: a system of computer-retrievable or published information is made available and maintained by the Division. Information on housing, population, land use, income, employment, and building trends, is being published in a series of statistical information booklets.

The Division maintains departmental liaison with the G.V.R.D. regarding the development of the region and provides a link with the Inter-Institutional Policy Simulator - a University of British Columbia housed computer simulation of the region to be used for policy testing (See II A, 2.1.2).

(b) Civic Development Division

Civic Development is concerned with the development of City-owned land and its effect on adjacent private development. The Division also administers government-sponsored redevelopment programs.

- (i) Civic development: this section plans the acquisition, use, zoning, and sale of City property in conjunction with other City Departments and undertakes land use studies in areas where City land is vital to the direction in which the area may develop. Development of City land, as in the Champlain Heights sub-division, is planned and administered by this Section.
- (ii) Beautification: the control and implementation of Gastown and Chinatown historic areas and the improvements to Granville and Hastings Streets, West Broadway and West 41st Street in Kerrisdale, are handled by this Section.
- (iii) False Creek: the project entails the residential and recreational development of City-owned land and co-ordination of development of private land within the entire False Creek area. Industry is gradually being phased out over the next 15 years. A five-acre temporary park and waterfront walkway is now complete.
- (iv) Strathcona Rehabilitation: this is a pilot project (the forerunner of N.I.P.) in joint government funding for community rehabilitation. The upgrading of existing housing and City services is being administered in conjunction with strong community involvement.

(c) Community Planning Division

Translation of the general City plan concepts to local area planning must be treated in an individual manner so that each is carried out in accordance with a neighbourhood's character and requirements and in concert with neighbourhood groups. The Division's planners expect to establish neighbourhood contacts for the consultative process needed to draw up and carry out local area planning programs in individual communities. The West End is the first local area to be covered by this program. It is being carried out in conjunction with the Social Planning and Engineering Departments.

The Division is also extensively involved in reviewing applications for rezoning, development of housing policies and projects and analysis of major developments. It also maintains liaison with the system of community information centres throughout the City and provides information concerning local area development.

(d) Zoning Division

Land use control in the City is governed by a Zoning and Development By-Law (No. 3575, June 18, 1956) prepared by the Zoning Division and administered by the Director of Planning, in collaboration with the Technical Planning Board (T.P.B.), the City Planning Commission, and the Board of Variance. The Zoning Division is also responsible for the establishment of the Sub-Division Control By-Law.

The Zoning and Development By-Law provides for the division of the territory of the City into zoning districts established according to twenty-seven different land use classifications, which specify the exact nature of the land uses permitted.

In addition, each classification has provision for certain conditional uses which fall into two categories: those requiring special approval of the T.P.B. (Group A), and those involving development permits for community service buildings which require

the approval of the T.P.B. after consultation with the Vancouver City Planning Commission (Group B).

Applications involving a non-conforming use must receive the approval of the Director of Planning and the T.P.B., after consultation with the Vancouver City Planning Commission. Finally, a zoning By-Law amendment follows a similar process but it must be approved by Council after it has held a public hearing.

1.2.2 The Permits and Licenses Department

This Department issues development permits which are in conformity with the Zoning and Development By-Law.

1.2.3 The Social Planning and Community Development Department

This Department becomes involved in land use planning issues from time to time (see Part I B, 3.3.2.4).

1.2.4 The Technical Planning Board

The reorganization of the Planning Department is likely to affect the role of the T.P.B. and encourage its evolution from that of a purely discretionary body, with authority over zoning matters, to a coordinating body concerned with the overall planning effort of the City. A recent illustration of this new trend can be found in the role played by the T.P.B. in the elaboration of a five-year capital budget for the City. At the present time the T.P.B., in compliance with the Zoning and Development By-Law, exercises a discretionary power in the issuing of development permits considered as falling under both the "conditional" or "non-conforming" use categories (see I B, 3.4.2).

1.2.5 Vancouver City Planning Commission

This Commission performs an advisory role. It must be consulted every time a "conditional use" involving a community service building is the object of an application for a development

permit. The Commission must similarly be consulted when an application for a development permit implies a "non-conforming use" and also when an amendment to the Zoning By-Law is needed.

A good proportion of the work of the Commission deals with long-range planning and area planning. The reports and recommendations of the Commission on these matters are sent to Council, or one of its committees, for a policy decision. Pursuant to its advisory role, the Commission set up, in July 1973, the False Creek Review Panel composed of planning technicians and interested citizens to comment on aspects of the residential and open space development of False Creek.

At the time of writing ways of improving the function of the Committee were being investigated by Council (see I B, 3.4.2).

1.2.6 Board of Variance

Appeals from decisions of the Director of Planning and the T.P.B. are made to the Board of Variance on any matters related to development permits and to the implementation of the Zoning By-Law. The decisions of the Board are final (see I B, 4.2.4).

2 The Greater Vancouver Regional District (G.V.R.D.)

As mentioned previously, the G.V.R.D. acquired its planning function in 1969 after the dissolution of the Lower Mainland Regional Planning Board (L.M.R.P.B.). The G.V.R.D. then created a Planning Department and a Technical Planning Committee as its major administrative units in the field of planning. The Department of Planning was given two main functions:

- responsibility for the implementation of the Official Regional Plan, prepared by the L.M.R.P.B. and adopted by the provincial government in 1966;
- organization of the entire planning effort within the G.V.R.D., which has led to the elaboration of the Livable Region Program.

2.1 The Department of Planning

The general structures of the Department are described in I A, 3.6.5. This Section deals with the Department's major contribution to land use planning.

2.1.1 The Official Regional Plan

This plan, elaborated by the former L.M.R.P.B., applies to a territory which includes the following entities:

- Central Fraser Valley Regional District (C.F.V.R.D.);
- Dwdney-Alouette Regional District (D-A.R.D.) (urbanized areas);
- Fraser-Cheam Regional District (F-C.R.D.) (urbanized areas);
- Greater Vancouver Regional District (G.V.R.D.) (urbanized areas);

(See Figure 5 for a map of the territory.)

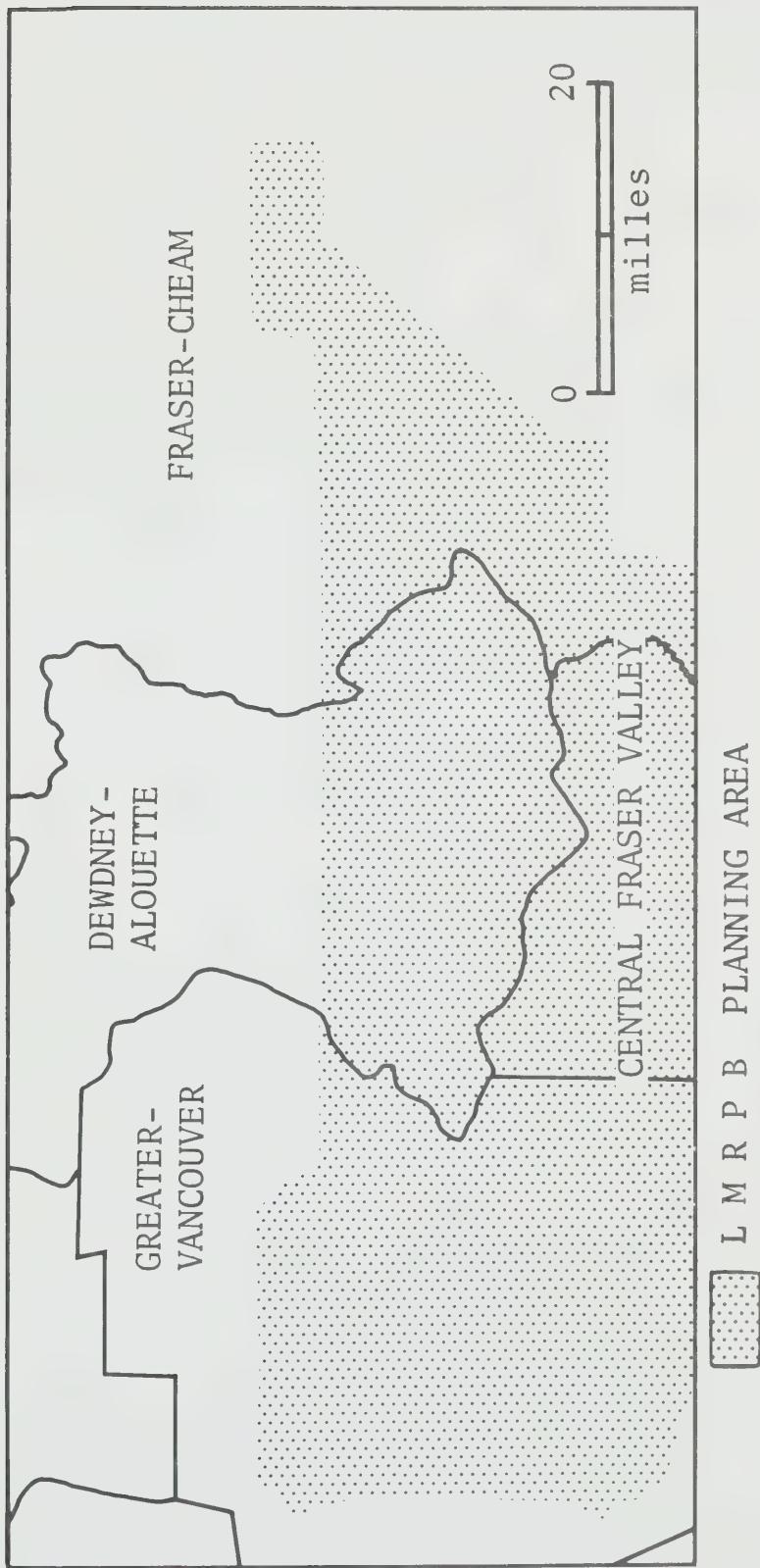


FIGURE 5 LOWER MAINLAND REGIONAL PLANNING BOARD PLANNING AREA

The plan considers five different types of development area classifications:

- urban
- rural
- industrial
- park
- reserve

Each classification is subdivided into two or three categories. This enables considerable land use control in the less urbanized areas but has little effect in the most urbanized and developed areas of the territory. In the latter case, land use control is most efficiently done through municipal zoning by-laws.

The role of the Department of Planning with regard to the Official Regional Plan consists of studying any proposals for amending the plan. These studies are made in consultation with the Technical Planning Committee and the final decision is referred to the Lower Mainland Review Panel for approval (see I A, 4.1.2).

2.1.2 The Livable Region Program

One of the first steps by the Planning Department involved undertaking a series of studies of sectors which were considered critical to the development of the Region, including among others public transit, public housing, flood dangers, and information systems (for more details, see the Report of the Broome Committee, February 26, 1969). As a result of these studies, it became clear that in an area with high growth rates (the population doubles every 25 years) and where land suitable for urban uses is severely constrained, policies to ensure that the Region remained livable had to be implemented. Consequently, in 1971 the G.V.R.D. Board established, as one of its major objectives, the Livable Region Program "to manage growth and change so as to maintain or enhance the livability of the Region". In late 1972, the Board endorsed thirty

policy statements, outlined in a document entitled "A Report on Livability", which dealt with population growth and urban expansion, conservation and recreation, residential settlement, pollution, transportation and government.

The Livable Region Program, under which regional development guidelines will be formulated in early 1975, is a bottom-up planning process which has involved the participation and input of the Region's citizens and politicians at every step beginning with the original definition of the Region's problems. The organizational forms used to formulate the program have included the following: (See Figure 6 for an Organization Chart of the Livable Region Program.)

(i) Public Program

The Public Program has two major objectives: to improve public awareness of the G.V.R.D., and second, to determine the kind of Region its residents want to live in, and then discuss the policy proposals resulting from their concerns. This is undertaken through a series of public meetings:

(ii) Policy Committees

The G.V.R.D. Board of Directors established nine Policy Committees dealing with specific urban sectors or systems - transportation and transmission, residential living, recreation, education, social services, health and public protection, production and distribution, environmental management and pollution control, and government and society - in order to:

- investigate the thirty policy statements mentioned above;
- examine other policy matters not originally considered but which they feel need to be considered to fulfill their mandate;
- handle new public concerns that may emerge in the course of the public program;

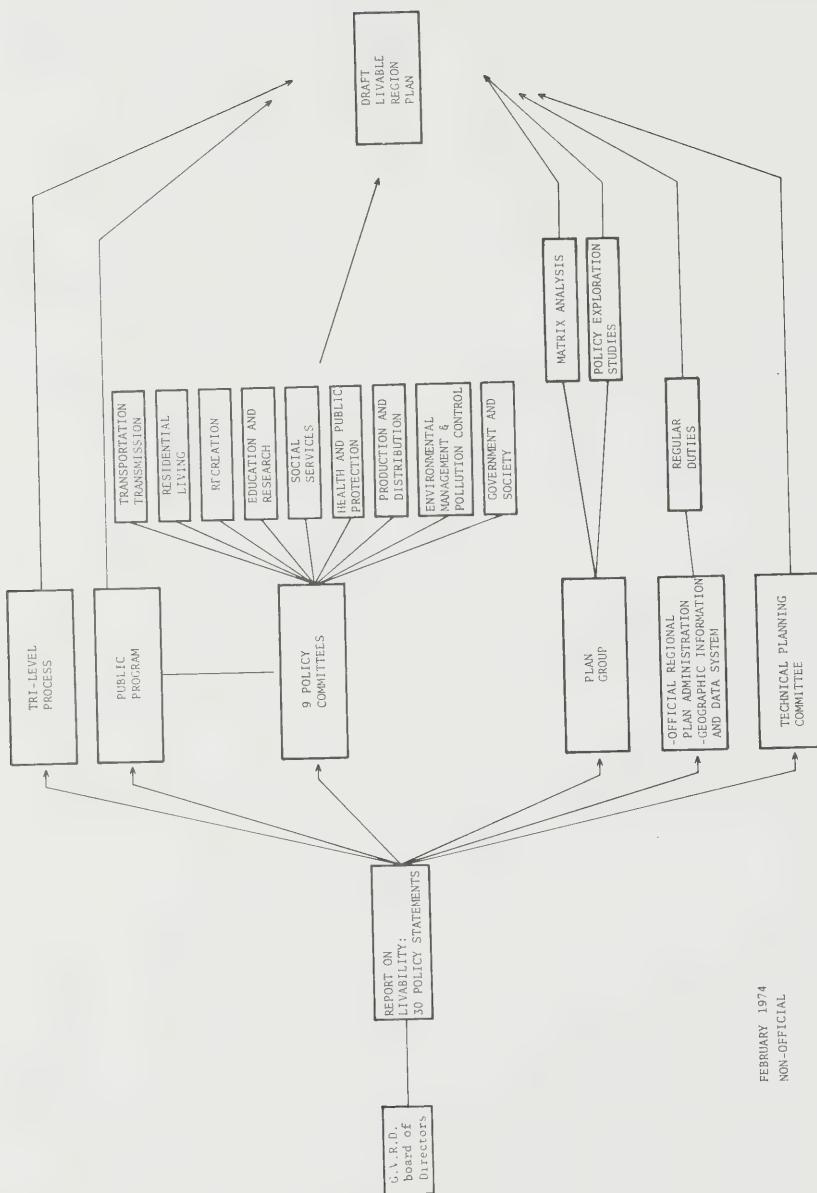


FIGURE 6 THE LIVABLE REGION PROGRAM

- examine any additional or alternative policies that may be assigned them by the G.V.R.D. Planning Committee.

The Policy Committees are composed of approximately 200 interested citizens, some of whom are public servants and academics. The Planning Department provides the secretariat for the Committees and a \$2,200 operating budget for each Committee.

(iii) Plan Group

The Plan Group is composed of a number of professional planners from the Planning Department to elaborate and operationalize policy proposals. It also employs private consultants for specific studies. It is under the immediate authority of the Director of Planning.

(iv) Other activities

The Planning Department makes a technical contribution to the Vancouver Regional Inter-Institutional Policy Simulator (I.I.P.S.), a five-year project being carried out by the University of British Columbia with the financial support of the City of Vancouver, the Ministry of State for Urban Affairs and the Ford Foundation. It is to provide a means for comprehending some of the planning policy issues that arise in the area and should therefore be supportive of the continuing regional planning process.

2.2 The Technical Planning Committee (T.P.C.)

For the general structure see Part I A, 3.4.3. The T.P.C. considers amendment proposals to the Official Regional Plan and reports to the Board of Directors via the Planning Committee. In addition, the Committee collaborates on an ad hoc basis in the elaboration of the Livable Region Program.

2.3 Tri-Level Structures

2.3.1 The Greater Vancouver Tri-Level Committee

On March 31, 1973, political representatives from the Government of Canada, the Government of British Columbia and the G.V.R.D. agreed to establish the Greater Vancouver Tri-Level Committee, which would carry out its work through a staff committee.

One major sub-committee of the Tri-Level Committee has been created, the Vancouver Airport Planning Committee, which consists of representatives of four levels of government, the private sector and citizens of the Region. Its purpose is to advise on studies needed to ensure that the proposed development of Vancouver International Airport is compatible with the planning of the various levels of government and the concerns of the public in the communities involved and to consider and make recommendations on the studies undertaken.

3 Provincial

The Province of British Columbia has recently established several special purpose bodies to deal with land use planning in the Province. (See Figure 7 for the organization of provincial involvement in land use planning.)

3.1 The Environment and Land Use Committee

On April 2, 1972, the provincial government adopted the Environment and Land Use Act (Statutes of B.C. 1972, C. 17). The purpose of this Act was to establish an Environment and Land Use Committee, originally composed of seven members of the Provincial Cabinet (see Table 15 for a list of members).

The Committee meets once a week to make recommendations to the Cabinet on land use policy in the Province, especially with reference to the conservation of farm lands.

The action of the Committee initially resulted in the adoption by the Provincial Cabinet of Orders-in-Council 4483 of 1972 and 157 of 1973 establishing a freeze on the subdivision of land classified by the Canada Land Inventory as agricultural land. The freeze was imposed in order to prevent further development of and speculation in agricultural land while appropriate legislation was put into force and the administrative procedures for its implementation worked out.

To implement the proposed legislation the Committee recommended the establishment of three special purpose structures concerned with the more rationalized use and development of land in the Province:

- British Columbia Land Commission;
- Environment and Land Use Technical Committee;
- Environment and Land Use Secretariat.

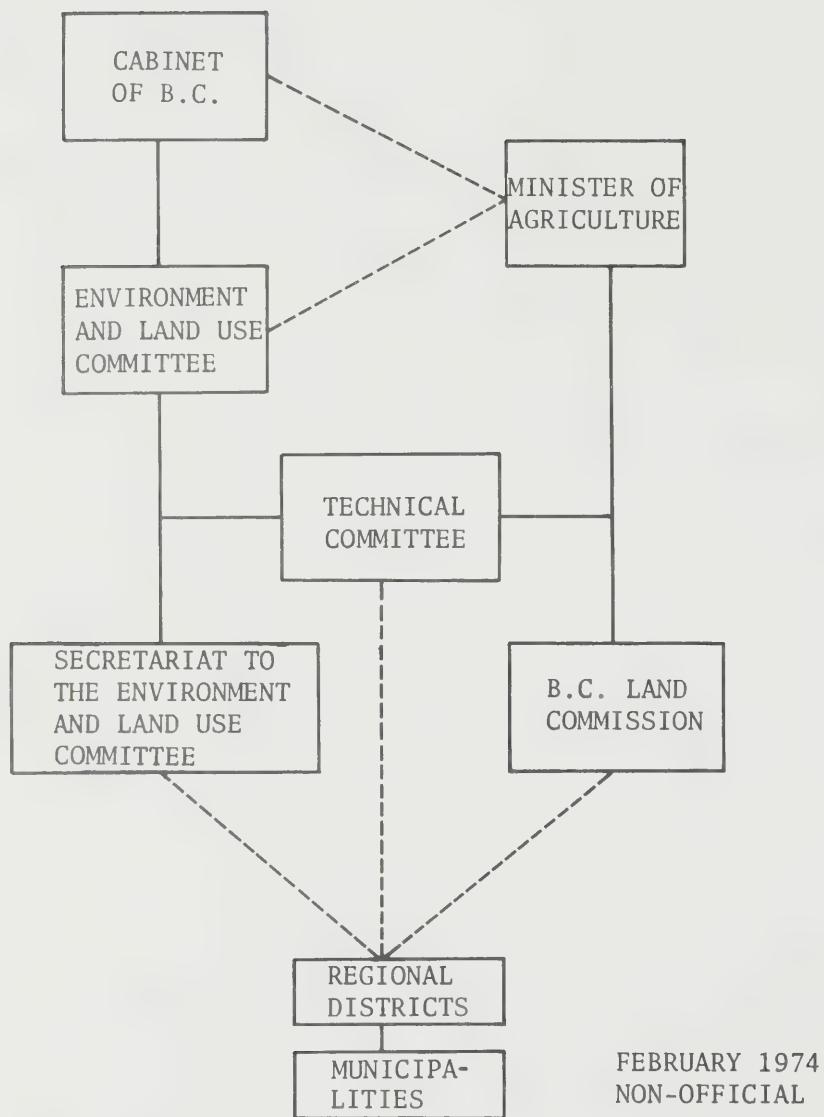


FIGURE 7 ORGANIZATION CHART: ENVIRONMENT AND LAND USE ADMINISTRATION IN BRITISH COLUMBIA

Table 15 Members of the Environment and Land Use Committee
(March 1974)

Hon. R. A. Williams,	Chairman, Minister of Lands, Forests and Water Resources
Hon. D. G. Cocke,	Minister of Health Services and Hospital Insurance
Hon. J. G. Lorimer,	Minister of Municipal Affairs
Hon. L. T. Nimsick,	Minister of Mines and Petroleum Resources
Hon. D. D. Stupich,	Minister of Agriculture
Hon. J. Radford,	Minister of Recreation and Conservation
Hon. G. R. Lea,	Minister of Highways
Hon. G. Lank,	Minister of Economic Development

Secretariat of the Committee: Mr. A. Crerar, Director

3.2 The British Columbia Land Commission

The Commission was established under provisions of the Land Commission Act (R.S.B.C. 1973, C. 46).

The Commission is composed of five members appointed by the Lieutenant-Governor in Council; i.e., they are not civil servants. Of the five, two are full-time members, including the Chairman who reports directly to the Minister of Agriculture (see Table 16 for a list of members). The Commission has a staff of ten employees, including five professionals, under the authority of a General Manager.

The Commission has nine objectives:

- (a) preserve agricultural land for farm use;
- (b) encourage the establishment and maintenance of family farms, and land in an agricultural land reserve, for a use compatible with the preservations of family farms and farm use of the land;
- (c) preserve green belt land in and around urban areas;
- (d) encourage the establishment and maintenance of land in a green belt land reserve for a use compatible with the preservation of a green belt;
- (e) preserve land bank having desirable qualities for urban or industrial development and restrict subdivision or use of that land for other purposes;
- (f) encourage the establishment and maintenance of land in a land bank reserve for a use compatible with an ultimate use for industrial and urban development;
- (g) preserve park land for recreational use;
- (h) encourage the establishment and maintenance of land in a park land reserve for a use compatible with an ultimate use for recreation; and
- (i) advise and assist municipalities and regional districts in the preparation and production of the land reserve plans required for the purpose of this Act.

Table 16 Members of the British Columbia Land Commission
(December 1973)

William Lane, Chairman
Miss Mary Rawson (full-time appointee)
Dr. Vernon C. Brink
Arthur Garrish
Ted Barsby
General Manager: G. Runka

The Commission considers that the effect of the land Commission Act is to create a statutory priority of land use in favour of agricultural land.

Section 8(2) of the Act called for establishment of agricultural land reserves within ninety days after the coming into force of the Act. The preparation of the agricultural land reserve plans has involved, briefly, the following steps:

- preparation by the Department of Agriculture of draft agricultural land reserve plans, largely to assist the Regional Districts;
- preparation by the Regional District of proposed primary and secondary agricultural land reserve plans in coordination with existing regional plans;
- holding of a public hearing on the proposed reserve boundaries;
- submission of the plan to the Land Commission for approval.

When finally adopted, the Agricultural Land Reserve supercedes any local zoning which may have been in effect, except for provisions which are more stringent than, but not repugnant to, the general statement in Section 10(1) of the Act: "No person shall occupy or use agricultural land designated as farm use, except as permitted by this Act or the regulations or by order of the Commission upon such terms and conditions as the Commission may impose".

It is expected that shortly after the coming into force of the Agricultural Land Reserve, the Commission will ask the Regional District Boards to suggest suitable subdivision controls (minimum lot sizes), which may vary from Region to Region (because of differences in agricultural practices), and within Regions (because of some provision for amenity agriculture near urban areas). In due course, subdivision controls may become part of the Regulations under the Land Commission Act. After the Agricultural Land Reserve comes into effect, Section 10(4)(d)

will prevent further subdivision until appropriate regulations are adopted, or as specifically permitted upon application to the Commission.

3.3 The Environment and Land Use Technical Committee

The Technical Committee, composed of four officers from various provincial departments, has been established to study applications requesting permission to develop land which has been frozen and, subsequently, land designated as part of an agricultural land reserve. (A list of members of the Technical Committee is given in Table 17.)

3.4 Environment and Land Use Committee Secretariat

In providing a staff function to the Environment and Land Use Committee, the major role of the Secretariat is to provide interdisciplinary technical assistance in the field of resource and land management for recreation, fish and wildlife, water resources, conservation, forestry, mining, grazing, agriculture and urban/rural interface problems.

The Secretariat, headed by a Director who reports to the Chairman of the Environment and Land Use Committee, has a small technical staff and primarily accomplishes its work by drawing together appropriate resource persons from the provincial departments and Regional Districts into special task groups. As well, the Secretariat is to work closely with the Land Commission.

Table 17 Members of the Environment and Land Use Technical Committee (December 1973)

A. Kinnear, Co-ordinator
R. Wilkinson, Department of Agriculture
M. Elsden, Department of Highways
W. Tassie, Department of Municipal Affairs

3.5 The Department of Municipal Affairs

The Planning Services Branch of the Department of Municipal Affairs assists Regional Districts as required in the preparation or revision of regional plans. Since the Branch is primarily involved in assisting Regional Districts which do not have a planning capability, it is only involved in the planning work of the G.V.R.D. through membership on the Region's Technical Planning Committee.

4 Federal

4.1 Ministry of State for Urban Affairs

The Ministry of State for Urban Affairs is involved in the planning process in Greater Vancouver in several ways:

- financial and technical support to the G.V.R.D. Planning Department;
- participation on the G.V.R.D. Technical Planning Committee;
- permanent membership on the Greater Vancouver Tri-Level Committee;
- technical and/or financial involvement in selected projects; e.g. the inter-institutional policy simulator (I.I.P.S.) project at U.B.C. and a study of a portion of the Burrard Inlet Waterfront with the City of Vancouver.

4.2 Other Federal Departments

Other Federal agencies having a direct impact on land use planning in the Vancouver area include:

- C.M.H.C.
- Department of Public Works
- Ministry of Transport (Vancouver International Airport)
- C.N.R.
- National Harbours Board (Port of Vancouver)
- Department of National Defence

B Urban transportation

1 Municipal

1.1 The City of Vancouver

Within the City of Vancouver, the Engineering Department is responsible for certain aspects of urban transportation. The Traffic and Transportation Division has responsibility for the design, construction, marking, lighting and maintenance of streets and bridges.

Traffic planning and control are handled by the Traffic and Transportation Division. This Division is working with the Bureau of Transit Services and B.C. Hydro in the design of new bus routes as well as longer term transit studies (see below 3.2). The Division was involved in the rapid transit study which was undertaken by the G.V.R.D. in 1970 (see below 2.1).

The Social Planning Department has been significant, as in the planning of the Granville Hall and at the neighbourhood level.

1.2 The City of West Vancouver

The City of West Vancouver is the only municipality within the G.V.R.D. to own and operate its own transit system.

2 Regional

2.1 Greater Vancouver Regional District

In 1971, the G.V.R.D. Board agreed that public transportation should be a regional function and consequently applied to the Province for Letters Patent to assume the responsibility, but they have not been granted for a variety of reasons. Aside from financing issues, one of the most basic problems still requiring resolution is a definition of the respective roles of the Province and G.V.R.D. in setting transportation policies and priorities and carrying out programs.

The Transportation Committee of the G.V.R.D. Board has recommended in a 1971 report, Regional Transportation as a G.V.R.D. Function, that the G.V.R.D. should seek responsibility for operating the public transit system. It is now focussing its attention on the Region's future role in transportation planning rather than operation and may recommend that the Region seek Letters Patent for only this aspect of the transportation function.

Meanwhile, the G.V.R.D. is working with the Bureau of Transit Services (see 3.2 below) on establishing new bus routes.

3 Provincial

3.1 British Columbia Hydro and Power Authority

The Authority, usually referred to as B.C. Hydro, is a Crown Company established by the Government of British Columbia. B.C. Hydro is headed by a Board of Directors composed of five members appointed by the Lieutenant-Governor in Council. (The 1973 Board includes one full-time chairman, two provincial Cabinet Ministers and two other part-time appointees.)

B.C. Hydro is involved in four different services:

- Electric Service (generation, transmission and distribution in areas of B.C. containing more than 90% of the population of the Province);
- Gas Service (distribution of natural gas in the Greater Vancouver area and in the Fraser Valley as well as distribution of liquid petroleum gas air in the Greater Victoria area);
- Rail Freight Service;
- Passenger Transportation Service (B.C. Hydro owns and operates public transit systems in the Greater Vancouver and Greater Victoria areas. B.C. Hydro is also responsible for interurban bus service in Greater Vancouver, in the Fraser Valley, between Vancouver and Victoria and between Vancouver and Nanaimo through its ownership of Pacific Stage Lines Company).

Passenger Transportation Services provided B.C. Hydro with an estimated revenue for 1973 of \$25,065,651 (the total revenue of B.C. Hydro was estimated at \$334,921,599).

3.2 The Bureau of Transit Services

The Bureau was created in February 1973 as a branch of the Department of Municipal Affairs. The Bureau is headed by the Director of Transit Services (the Director has the rank of Associate Deputy Minister of Municipal Affairs and reports directly to the Minister). The Bureau has a staff of 9 employees.

The Bureau has a mandate to:

- determine public transportation requirements within and between the various regions of the Province;
- advise the government on policy matters related to the provision of public transportation in the Province;
- implement public transport programs in the province.

Accordingly, the Bureau, in conjunction with involved municipalities and the G.V.R.D. as well as B.C. Hydro, is seeking to improve and extend existing bus services in the area.

Financially, the Bureau administers the Provincial Rapid Transit Subsidy Act of 1972 which permits the provincial government to pay 50 percent of the annual operating deficit of all publicly owned and operated transit systems in British Columbia. In addition, the government has recently adopted a policy in which the Province underwrites 100 percent of the capital cost of publicly-owned bus systems.

It is expected that these new programs will be integrated in 1974 under a Transit Services Act (Bill 70 introduced in the Legislature, March 1974).

3.3 The Department of Highways

The Department of Highways is responsible for the construction and maintenance of regional highways as well as all roads within unincorporated areas.

List of documents

A City of Vancouver

- 1 Financial Statements and Annual Reports for the years 1969, 1970, 1971 and 1972, Department of Finance.
- 2 Municipal Year Book 1973, Office of the City Clerk, 1973.
- 3 Zoning and Development By-law No 3575, effective June 18, 1956 and amended up to January 1973, City Planning Department, March, 1973.
- 4 Downtown Vancouver: Proposed Goals, City Planning Department, April, 1973.
- 5 False Creek, Preliminary Report of the Review Panels, September, 1973.

B Greater Vancouver Regional District

- 6 Greater Vancouver Regional District 1972/73, G.V.R.D. 1973.
- 7 G.V.R.D. Auditor's Report, December, 1972.
- 8 G.V.R.D. Revenue and Expenditure Budget, December, 1973.
- 9 The Emergence of Metropolitan Government in Greater Vancouver, by Paul Tennant and David Zirnhelt, in B. C. Studies, No. 15, Autumn, 1972.
- 10 Metropolitan Government in Vancouver: the Strategy of Gentle Imposition, by Paul Tennant and David Zirnhelt, in Canadian Public Administration, Vol. 16, No. 1, 1973.
- 11 Toward a New Model of Urban Planning, Ph. D. Thesis submitted by John Kent Gerecke to the School of Community and Regional Planning of the University of British Columbia, January, 1974.
- 12 A Report on Livability, G.V.R.D. Planning Department, November, 1972.
- 13 Housing as a Regional District Function, G.V.R.D. Planning Department, 1970.
- 14 Report on the Greater Vancouver Area Rapid Transit Study, by De Leuw, Cather and Co., 1970.
- 15 Regional Transportation as a G.V.R.D. Function, prepared by the Transportation Function Study Committee of the G.V.R.D., 1971.
- 16 Regional Districts in the Lower Mainland, Lower Mainland Regional Planning Board, November, 1968.
- 17 Official Regional Plan, Draft consolidation up to June 1st 1973, G.V.R.D. Planning Department, 1973.
- 18 G.V.W.D. Auditor's Report, December, 1972.
- 19 G.V.W.D. Revenue and Expenditure Budget, December, 1973.

- 20 G.V.S.D.D. Auditor's Report, December, 1972.
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- 24 Department of Municipal Affairs, Report for the year 1972
- 25 Municipal Statistics Including Regional Districts, for the year 1971, Department of Municipal Affairs.
- 26 Statistics Relating to Regional and Municipal Governments in British Columbia, Department of Municipal Affairs, June, 1973.
- 27 Regional Districts, A series of questions and answers, Department of Municipal Affairs, 1971.
- 28 British Columbia Hydro Report.

D Statutes

- 29 Vancouver Charter, Chapter 55 of S.B.C. 1953,
consolidated up to May 1st, 1971.
- 30 Municipal Act, Chapter 255 of R.S.B.C. 1960,
consolidated up to July 1st, 1973.

N. B. Specific Statutes have also been consulted
and are identified in the text.

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